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ABSTRACT

Federal efforts to meet higher educational needs of Chicanos and Puerto Ricans are analyzed in this report. As part of a study conducted by L. Miranda and Associates, 15 Federal agencies were surveyed to determine their programs and their financial commitment to Hispanic postsecondary education, and the participation of Hispanics in each agency's programs. The report evaluates the problems that confront Hispanic students in higher education. It finds that there is a lack of policy guidelines at the Federal level on higher education for Hispanics and, further, that higher education programs for this group are widely scattered. In addition, the lack of government funds to support Chicano and Puerto Rican education, the lack of a means for keeping track of Hispanic students' progress in higher education, and underrepresentation of Chicanos in higher education are noted. Report recommendations include: (1) simple and concise management reporting for agency personnel responsible for higher education programs; (2) collection of data reflecting ethnic groups and subgroups of students in postsecondary education programs; (3) a survey of Hispanic subgroups; (4) annual evaluation of program impact on the Hispanic population; (5) on-site monitoring of educational programs; (6) centralization of Federal programs to coordinate educational activities; (7) sensitizing of educational administrators to Hispanic culture; (8) appropriating more funds for higher education; and (9) providing incentives such as scholarships, grants, and educational subsidies to Hispanic students for professional and college education. (Author/AOS)

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THE FEDERAL ROLE IN MEETING THE EDUCATION NEEDS
OF
CHICANOS AND PUERTO RICANS WITH SPECIAL EMPHASIS
ON HIGHER EDUCATION

FINAL REPORT

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THE FEDERAL ROLE IN MEETING THE EDUCATION NEEDS OF CHICANOS AND PUERTO RICANS WITH SPECIAL EMPHASIS ON HIGHER EDUCATION

On September 15, 1976 the Federal Interagency Committee on Education (FICE) commissioned L. Miranda and Associates, Inc. (LMA) to conduct a six month study to assess the role of the Federal Government in higher education through the analysis of policies and programs. LMA's responsibilities included the identification of problems and general conditions of Chicanos and Puerto Ricans in higher education; the evaluation of Hispanic participation in Federally administered higher education programs; and, the generation of recommendations for policy changes based on study findings. After an extensive review and analysis of the literature on Chicanos and Puerto Ricans, and a survey of the fifteen Federal agencies identified by FICE, LMA prepared a report containing an analysis and synthesis of the information researched. This report focused on an interpretation of findings and policy/legislative recommendations for program changes.

The study points out that the Federal government has created a series of policies and programs for promoting equal education opportunity in terms of accessibility and choice in higher education. Although many issues regarding equal opportunity have been addressed with hypothetical solutions, in reality problems of accessibility, choice, and retention, as well as quality and quantity of programs offered, remain unresolved for minority groups. There is a disproportionately low enrollment of minority groups in higher education, high attrition rates, and a continuous existence of practices which act as barriers for greater participation in both higher education and post-secondary education programs. Another significant factor is that none of the Federal higher education programs impacting on Chicanos

and Puerto Ricans has been evaluated.

Based on these findings, the contractor has made a series of recommendations for the overall management and coordination of programs targeted at Chicanos and Puerto Ricans. Among the recommendations presented were: the strengthening of a central mechanism with the Federal government to coordinate higher education activities; the creation of a policy statement regarding general statistical and survey data collection on the ethnic groups served by the Federally administered post-secondary education programs; the allocation of funds for periodical evaluations, including regular on-site monitoring of programs in order to assess compliance with Federal policies of equal educational opportunity and to measure program impact on target population. Other recommendations included Chicano and Puerto Rican cultural awareness training for officials involved in the administration of post-secondary education programs, appropriation of funds to minimize financial barriers to higher education, and the creation of greater educational opportunities for Chicanos and Puerto Ricans via the support of Hispanic-controlled post-secondary programs and institutions and the award of grants, scholarships and subsidies to assist in student development.

The report is divided into five chapters and three appendices which contain an extensive annotated bibliography, a review of the literature, and the two interview protocols for the survey of agency personnel.

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Many persons at the agencies surveyed were instrumental in providing information on agencies' postsecondary education policies and programs. The list on the next page reflects only some of the persons who contributed to this study. We appreciate their assistance and that of all other persons who made this effort possible.

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EXECUTIVE SUMMARY

Introduction

On September 15, 1976 the Federal Interagency Committee on Education (FICE), composed of representatives from the 30 FICE member agencies and established to facilitate coordination of education activities of Federal agencies, commissioned L. Miranda and Associates, Inc. (LM&A) to conduct a six month study on the Federal role in meeting the education needs of Chicanos and Puerto Ricans, with special emphasis on the higher education needs of these two major Hispanic populations.

The objectives of this study were to: assess the role of the Federal Government in higher education through the analysis of policies and programs; determine the conditions and problems of Chicanos and Puerto Ricans in higher education; determine Hispanic participation in Federally administered higher education programs; and, generate recommendations for policy changes, based on study findings.

Research Strategy

In order to achieve these objectives, two major activities were undertaken: (1) extensive and comprehensive review and analysis of the literature on Chicanos and Puerto Ricans, focusing on their involvement in higher education; and (2) a survey of fifteen Federal agencies identified by FICE to determine present higher education policies and the participation of Chicanos and Puerto Ricans in higher education programs.

General Findings and Results

Our review and analysis of the literature suggests that the Federal Government has belatedly accepted the role and responsibility for promoting equality of educational opportunity through equal access and choice in higher education. This Federal goal has been implemented through the creation of policies and programs that attempt to achieve this Federal objective. However, the literature concludes that the problems of equal opportunity in access, choice, and retention, as well as quality of programs offered, remain unresolved for minority groups. This is evidenced by disproportionate low enrollment and high attrition rates, and by the continuing existence of practices which act as barriers for greater participation in both higher education and post-secondary education programs.

Findings on the agency survey support those of the literature analysis.

- o No set of policies exists to support Chicanos and Puerto Ricans in higher education at either the Federal or individual agency level.
- o Virtually no programs have been created to support Chicanos and Puerto Ricans in higher education. The few programs that exist are concentrated in less than a handful of Federal agencies.
- o With the exception of small-grant programs, funds have not been allocated or set aside to specifically support Chicanos and Puerto Ricans in higher education.
- o For the most part, records are not maintained on the participation of Chicanos and Puerto Ricans in higher education. The few available records reflect incomplete or grossly inaccurate information.

The findings above result in great underrepresentation of Chicanos and Puerto Ricans in Federal higher education programs, government-wide. Additionally, our findings support the fact that Federal programs impacting on Chicanos and Puerto Ricans in higher education have not been evaluated. Although Congress mandates that 1% of Federal program funds be allocated to program evaluation, our results indicate this has not taken place as regards many of the programs herein reviewed, thus circumventing the intent of the law.

Recommendations

Based on the findings and conclusion of the study, the following recommendations were made to provide equality of higher education opportunities for Chicanos and Puerto Ricans.

1. A simplified and concise management reporting form, standard across agencies, should be developed to collect agency as well as field data on program target populations. An additional OMB statement should accompany such a form to serve as a guide for establishing specific agency data gathering procedures. Agencies must comply and operationalize this system of records within a reasonable period of time. The information should be centrally available at the National Technical Information Service.

A policy statement on program data gathering must be prepared and disseminated to: (1) agency personnel, especially those involved in postsecondary and other education programs; (2) higher education institutions receiving Federal funding; (3) students and faculty being served by these programs; and (4) the public.

2. Based on PL 94-311, a clear, specific policy statement must be prepared and disseminated by each Federal department or agency involved in postsecondary education, on the collection of general statistical and survey data on the ethnic groups and subgroups of persons being served by the postsecondary education programs administered by those departments and agencies.

Included with this policy should be a firm statement specifying that requesting ethnic information is not against civil rights laws or OMB/OCR/EEOC directives on the collection of ethnic information. This statement must clearly explain that this information responds to legislative requirements and conforms to Office of Management and Budget guidelines, as well as to President Carter's Memorandum of February 16, 1977. It is necessary for a consistent, government-wide program for the collection, analysis, and publication of data on various Hispanic groups.

3. As a corollary to the two recommendations above, it is important to indicate that large-scale surveys, already containing specific data on Hispanic subgroups, may not be statistically reliable for small subgroups. Efforts may necessitate oversampling of Hispanic groups to increase data reliability. This information should also be made available and widely disseminated to the general public in an easily readable form. It is also important that a concerted effort be made to make all of the data gathered available in published form. Much census-type data is collected and stored on computer tapes but seldom utilized for purposes which would benefit other Federal agencies and the public at large.
4. Agencies administering higher education programs should (1) re-direct or increase their funds to give greater emphasis to the regular on-site monitoring of programs in order to assess compliance with Federal policies of equal educational opportunity, and (2) include in their annual evaluations provisions to measure program impact on Chicanos, Puerto Ricans, and other minorities.

5. Inasmuch as Federal programs impacting on Chicanos and Puerto Ricans in higher education have not been evaluated, we emphatically recommend that 1% of Federal program funds be allocated to program evaluation, in accordance with the original intent of the Congress, and that this be enforced throughout all Federal agencies with set aside funds for the assessment of postsecondary education programs on Chicanos, Puerto Ricans and other minority constituencies.

6. A strong mechanism must exist within the Federal government by which Federal programs in higher education are centrally coordinated. Theoretically, the Federal Interagency Committee on Education (FICE) is to coordinate education activities across Federal agencies. The present coordination of Federal programs, however, is very weak and seldom involves top agency officials.

If FICE is to continue coordination activities in education, we urge that an effort be made to strengthen FICE's role. We strongly feel that an executive order that would name Secretary Joseph A. Califano of the Department of Health, Education and Welfare, as Chairperson of FICE and Assistant Secretary for Education, Mary Berry, as Vice Chairperson, will be a major step in strengthening present coordination of education activities.

7. Chicano and Puerto Rican cultural awareness training must be provided to all officials involved in the administration of postsecondary education programs with funding levels above \$100,000. This training should include (1) special cultural, language, social, and economic characteristics of Chicanos and Puerto Ricans; (2) barriers to education that currently exist in the educational system for these two groups; (3) background and statistical information on the low enrollment and high attrition rates for these two groups as documented by studies and experts in the field of education; and (4) analysis of how these problems relate to Federal legislation and policy.

The purpose of this training is to raise the level of consciousness of Federal program administrators and to create an understanding of the special problems faced by Chicanos and Puerto Ricans in postsecondary education. This understanding will enhance the implementation of policies and programs for Chicanos and Puerto Ricans.

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8. To minimize the financial barriers to higher education, Congress should:
 - a. appropriate full funding for State Student incentive matching grants; and
 - b. provide full funding in fiscal year 1978, for the Basic Education Opportunity Grant (BEOG) Program, the College Work Study (CWS) Program, and the National Student Defense Loan (NSDL) Program, increasing the maximum award consistent with recent increases in student expenses and raising the ceiling on awards to actual cost, at least for lower division students.
9. The Federal Office of Education should embark on a program to create greater educational opportunities for the Chicano and Puerto Rican to enter college and seek professional careers by:
 - A. Fostering and supporting Hispanic-controlled postsecondary programs and institutions (this can be accomplished by a mandate in the policy guidelines of the Developing Institutions Act, the Fund for the Development of Secondary Education Program Act and the use of discretionary funds).
 - B. Granting incentive awards to accredited institutions which have developed exemplary supportive services for student development (a similar grant mechanism can be developed to institutions whose Hispanic enrollment is at least 10%).
 - C. Creating meaningful scholarship programs for students interested in professional careers (a model similar to that created by the Office of Bilingual Education for Bilingual Education Fellowships can be created for other specialized areas).
 - D. Subsidizing up to half of salary for a stipulated period positions in private industry that provide experience and/or upward mobility opportunity to Chicano and Puerto Rican skilled workers and professional staff.

Given the rising costs at institutions of higher education, and that financial factors are effectively precluding Chicanos and Puerto Ricans from pursuing higher studies, we recommend to the Office of Education that:

- E. A proportion of BEOG funds be earmarked for disadvantaged minority students, specifying by government-wide race/ethnic categories and subdividing the Hispanic category into Chicanos, Puerto Rican, and other Hispanic culture or origin.
- F. Program funding under the Supplemental Education Opportunity Grant (SEOG), College Work Study (CWS), and National Defense Student Loan (NDSL) be at least proportional to Chicano and Puerto Rican representation in the U.S. population for fiscal year 1978, and increased thereafter to reflect the high rate of Chicanos and Puerto Ricans in "exceptional financial need."
- G. The Upward Bound Program be reevaluated to discern program effectiveness in light of the overwhelmingly high rate of Chicano and Puerto Rican students who drop out for family and personal reasons and provide remedies for this situation. This program should include family and community resources and outreach. Its counseling component must be assessed in terms of its effectiveness for Chicanos and Puerto Ricans, to include: paraprofessional counselor training, and extensive use of bilingual/bicultural counselors.
- H. The Commissioner of Education should direct the Office of Planning, Budgeting and Evaluation to fully utilize the 1% legislatively allocated funds for program evaluation to assess existing programs to ensure that they are effectively promoting equality of educational opportunity and meeting their goals, as stated in the Educational Amendments of 1974.

Concluding Statement

To more effectively disseminate this report and carry out the needed recommendations contained herein, we recommend that the Assistant Secretary for Education authorize FICE to form an inter-agency task force, not to exceed nine members, composed of a representative body of persons from FICE, its various member agencies, and the Hispanic Work Group, to present to the Assistant Secretary a comprehensive, coordinated, and specific action plan, to include strategies, so as to realize legislative intent in respect to increasing the effectiveness of existing Federal efforts, in light of the findings and recommendations contained in this report. This should be done within a twenty (20) day period beginning fiscal year 1978, with a final plan of implementation ninety (90) days thereafter.

INTRODUCTION

Background and History of the Study

The Federal Interagency Committee on Education created in 1964 under Executive Order 11761 has as one of its responsibilities to study the effects of Federal activities upon educational programs at all levels of government.

In 1971 FICE created a Task Force on Higher Education for Disadvantaged Minorities. This Task Force initiated a study focusing on higher education opportunities for Chicanos, Puerto Ricans and American Indians. The study was completed in April 1973 and the report forwarded to the Secretary of DHEW, who asked for expansion of the recommendations. FICE subsequently obtained advice on how to proceed and agreed with the Task Force that the original report should not be released. Instead, two new reports were requested to address separately the educational needs of Hispanics and American Indians.

In February, 1975, FICE established an Hispanic Work Group of Federal program officials to assist in restructuring and guiding the new Hispanic study. The group agreed that, like the original study, the new one should focus on the two largest Hispanic groups in this country, namely Chicanos and Puerto Ricans. This Report therefore, intends to provide the Federal Government with information and recommendations relating to Federal policies affecting the post-secondary education of Chicanos and Puerto Ricans.

Prior to this study, documentation was not available on the various Federal agency activities and programs meeting the post-secondary needs of these two target populations. Also, no significant recommendations had been forthcoming from any Federal body to remedy the present situation. This study is a start in a major undertaking to begin addressing some of these issues.

Survey of Agencies

The agency survey findings contained in this report are based on the information made available by: (1) interviews with high agency officials and program officers at each agency; (2) various agency documents; and (3) on-site evaluations.

The information gathered from these three sources was incorporated into a comprehensive view of each agency's involvement in higher education activities. Given the scope of the study, the time constraints involved, and the problems encountered in acquiring needed information, it was not possible to collect detailed data about the various education

programs at each agency. However, major programs were identified and briefly reviewed with special focus on programs designed for Chicanos and Puerto Ricans.

A major limitation which affected our data gathering process was that agencies were undergoing major administrative changes during our agency interviews. Agency priorities were therefore not firmly established during this transition period. Newly appointed officials were being briefed on their respective agency's involvement in different areas, and major efforts were being focused on justification of budgets and positions. These factors contributed to the difficulty in gaining access to top officials and in acquiring complete and accurate information on Federal agency postsecondary education policies and programs. In addition, the survey of agencies became a round robin exercise, in which each interviewer referred someone else, for no one appeared to have the required information.

Review of Literature

An extensive review of the literature reveals virtually no information across Federal agencies with respect to the delivery of post-secondary education programs oriented to the needs of Chicanos and Puerto Ricans. In addition, little information is available on the numerical figures on Chicano and Puerto Rican beneficiaries from Federal programs in post-secondary education. For the most part, the few statistics which exist are contained in reports and studies which subsume Hispanic data under the category of "all" or "other than Black" minorities. As is too often the case, Hispanics are many times synonymously referred with other minorities, primarily Blacks. On the other hand, when the literature separately discuss Hispanic groups, it frequently treats them as one homogeneous entity.

The Report

This report is divided into five chapters and three appendices. An extensive annotated bibliography, a review of the literature, and the two interview protocols for the survey of agency personnel are contained in the appendices.

The first chapter of this Report presents an overview of the problems confronting Chicanos and Puerto Ricans in post secondary education. The difficulties of conducting applied research for policy formulation are also highlighted in this chapter. Chapter II discusses the project objectives and the methodological design. A description of agency programs based on our survey of agency personnel is contained in Chapter III. A general analysis and discussion of findings are included in Chapter IV. Finally, conclusions and policy recommendations to FICE are contained in Chapter V.

CHAPTER I
STATEMENT OF THE PROBLEM

Introduction

According to the U.S. Bureau of the Census (1977), Hispanics in the United States number around 11.1 million persons or about 5.3 percent of the overall U.S. population. This constitutes the largest multi-national group of non-English speaking persons in the U.S. It is estimated that Hispanics comprise two-thirds of all non-English speakers in this country.

Every country in Latin America has some representation among the Spanish speaking communities in the United States. The majority of the Hispanic population in this country is Mexican American or Chicano, residing primarily in the Southwest. Nearly 83.7% of an estimated 6.6 million Chicanos live in Texas, New Mexico, California, Colorado and Arizona. Puerto Ricans, who number 1.7 million in the United States are primarily concentrated in the Northeast. Some seventy percent of Puerto Ricans in the U.S. reside in the states of New York and New Jersey. There are an additional 3 million Puerto Ricans in the Commonwealth of Puerto Rico, not normally included in the U.S. Census counts. Dade County, Florida, has the largest concentration of Cubans in the U.S. It is now estimated that over 687,000 Cubans live in all 50 states with 46% residing in the State of Florida, alone. Other Spanish origin groups account for over 1.3 million Hispanics. These national origin groups come from every country in Central or South America, the Caribbean and Spain.

Chicanos and Puerto Ricans, the largest two Hispanic groups represented among various Latino communities, constitute over 73 percent of the total number of Hispanics in the U.S. The Census Bureau admits to some degree of undercount for the Spanish speaking; and recent Census estimates of the number of Spanish Origin in the United States have been revised upward. The greatest change occurred in estimates of Chicanos with a nearly 40% increase from the 1970 Census to the 1973 Current Population Survey count. The U.S. Commission on Civil Rights has estimated the 1970 undercount to be at least 13 percent overall.

Inasmuch as Chicanos and Puerto Ricans constitute the largest Hispanic groups in this country, and inasmuch as population estimates of education, poverty, and occupational indices among these two groups represents gross inadequacies relative to other Hispanic minorities and the U.S. overall, this report will focus on the problems of Chicanos and Puerto Ricans in post-secondary education. First, however, an attempt will be made to focus on some significant differences among other Hispanic ethnic groups which have implications for the educational needs of Chicanos and Puerto Ricans.

The Cuban American, the third largest Hispanic group has characteristics unique to their Latin American counterparts. The majority of all Cubans immigrated to this country as political refugees this past decade. They left in many instances, because of ideological, political, or personal differences with the new regime.

Though a higher percentage entering this country were professional people, as compared to other Hispanics, they often found it difficult to receive proper credentials for their professional accomplishments. The Cuban immigrant differs significantly from other Hispanics in that they are, to a great extent, political immigrants, primarily of a skilled or professional class, with a high average educational background. The median age is over 12 years that of Chicanos and Puerto Ricans. They have received major Federal assistance for relocation under the Cuban Refugee Act. So that while they faced the language difficulty along with other Hispanics, their educational needs and socio-economic background clearly differentiates them from other Latino groups. The following statistics should illustrate what we mean: *

- o The proportion of Cuban Americans who are high school graduates is high compared to other Spanish origin groups.
- o In 1970, 84% of Cuban American males were in the labor force, the highest rate of participation by any group in the country. The labor force participation rate of Cuban American women is also among the highest 51%.
- o Unemployment among Cuban American males is close to the U.S. average; while the unemployment rate among Cuban American women, at 7.3%, is lower than that reported for other Spanish American women.
- o Unlike other Spanish origin groups, the median age of the Cuban American population (about 32 years for both men and women) is among the highest of any population. Young Cuban Americans (18 years old and under) comprise less than one-third of the total Cuban American population.
- o With a high proportion of persons in the work force, the average Cuban American family is able to generate a greater family income. Three out of five of all Cuban American families have two or more earners.
- o Poverty among female-headed Cuban American families and elderly Cuban Americans is somewhat lower than among the country as a whole.

*These statistics were taken from A Study of Selected Socio-economic Characteristics of Ethnic Minorities based on the 1970 Census, Volume I: Americans of Spanish Origins

- o Under the Cuban Refugee Program, public assistance for the Cuban American population has not been based solely on poverty status and the percentage of Cuban American families receiving public assistance (17%) is greater than the percentage of families in poverty (13%)

Additional social and economic statistics for other Latin American groups would reveal a picture quite similar, in many of the above indices, to that of the Cuban American. The percent of other Spanish origin high school graduates with one or more years of college, for instance, is 21.9% as compared with 10.3% for Chicanos and 8.3% for Puerto Ricans. Although the extent of Federal involvement has not been as great for other Spanish groups, the socio-economic conditions and educational background of the average Latino immigrant is substantially higher than for Puerto Ricans and Chicanos.

Chicanos and Puerto Ricans

Although many available socio-economic indicators are similar for Chicanos and Puerto Ricans, and rank among the lowest in the country across virtually every index, the historic and migratory patterns of these two populations is very different. It would be totally inaccurate to generalize the educational needs of one group to that of a second group. At the same time, while some of the educational needs seem similar, the approach to remedy these conditions must differ substantially for Chicanos and Puerto Ricans.

Both groups, for instance, primarily live in totally different regions in the country. Puerto Ricans are also more greatly concentrated in the inner city and more urban areas of the country. While some Mexican-American groups are descendants of the original peoples of the Southwest, Puerto Ricans are primarily first and second generation newcomers to the States. Although Puerto Ricans can migrate to and from the United States and have been citizens of this country since 1917, there are Federal constraints on the number of immigrants admitted from Mexico each year, thus limiting legal entry into this country. And although both groups share similar Spanish origin their social, cultural, and historical backgrounds are exceedingly different.

There is little homogeneity among the Chicanos and Puerto Ricans. To lose sight of the unique problems of one group as a consequence of a general policy for all Hispanics or, to concentrate Federal programs aimed at Hispanics but only distributed to one geographic sector, causes great misunderstanding among the very populations being served and is a harmful disservice to the many Chicano and Puerto Rican populations across the country.

Problem Overview

It is widely recognized by professionals in the fields of education, economics, and labor, that the underrepresentation of Chicanos and Puerto Ricans in higher education has severely limited their opportunities to participate in the socio-economic and political life of their country. The direct relationship between the level of educational attainment and the income of families and individuals has produced, among Chicanos and Puerto Ricans, a cycle of low earnings, lack of educational opportunities, and unemployment which is clearly reflected in the following figures excerpted from the many available statistical indicators:

- o Puerto Ricans and Chicanos constitute more than 7 percent of the total population and accounted for only 2 percent of the total 1970 undergraduate population, and less than one percent of graduate school enrollment.
- o A sample from a multi-ethnic study revealed that the median income of Puerto Ricans was the lowest of all minorities and that Puerto Rican students could expect the least parental assistance toward college education
- o A youth eighteen to twenty four years old from a family earning \$15,000 is nearly five times more likely to be enrolled in college than the same youth from a family earning \$3,000/per year.
- o A person who graduates after four years of college earns a lifetime income of \$710,569, compared with only 478,873 for high school graduates. For Puerto Ricans, a recent study indicated that their earnings were below average even in the high income occupations. In New York City, the average Puerto Rican male college graduate earns little more than the median for the City's high school graduates.
- o A recent nationwide study conducted by the National Assessment of Educational Practice (NAEP) found that Hispanics, primarily Chicanos and Puerto Ricans, consistently tested below the national average in reading, science, mathematics, social studies, and career development.

The following tables summarize many of the most recent census statistics of persons of Spanish origin in the United States as of March 1976.

TABLE I

Spanish Origin Population by Type of Spanish
Origin, for the United States:
March, 1976

(Numbers in thousands)

Type of Spanish origin	Number	Percent
Total, Spanish origin..	11,117	100.0
Mexican.....	6,590	59.3
Puerto Rican.....	1,753	15.8
Cuban.....	687	6.2
Central or South American....	752	6.8
Other Spanish origin.....	1,335	12.0

TABLE 2

Percent of the Spanish Origin Population
25 Years Old and Over by Years of School Completed,
Type of Spanish Origin, and Age, for the
United States: March 1976

Years of school completed and age	Total, Spanish origin	Mexican origin	Puerto Rican origin	Cuban origin	Other Spanish origin ¹
PERCENT COMPLETED LESS THAN 5 YEARS OF SCHOOL					
Total, 25 years and over.....	18.7	24.2	18.7	9.5	7.0
25 to 29 years.....	5.3	6.0	9.4	(B)	1.6
30 to 34 years.....	8.4	12.0	4.9	(B)	3.2
35 to 44 years.....	14.8	19.7	16.1	5.2	4.5
45 to 64 years.....	26.3	34.7	27.4	11.8	9.9
65 years and over.....	51.1	67.5	(B)	(B)	26.8
PERCENT COMPLETED 4 YEARS OF HIGH SCHOOL OR MORE					
Total, 25 years and over.....	39.2	32.5	29.8	51.5	60.3
25 to 29 years.....	58.1	53.7	48.7	(B)	73.4
30 to 34 years.....	50.2	43.0	38.3	(B)	76.4
35 to 44 years.....	40.3	32.2	27.5	60.1	65.4
45 to 64 years.....	28.3	20.5	17.9	45.3	47.7
65 years and over.....	13.8	4.4	(B)	(B)	28.0
PERCENT COMPLETED 4 YEARS OF COLLEGE OR MORE					
Total, 25 years and over.....	6.1	3.9	2.8	14.6	11.1

¹ Includes Central or South American and other Spanish origin.

TABLE 3

Broad Occupation Group of Employed Persons
of Spanish Origin 16 Years Old and Over by
Sex and Type of Spanish Origin, for
the United States: March 1976

(For meaning of symbols, see text)

Sex and broad occupation group	Total, Spanish origin	Mexican	Puerto Rican	Cuban	Other Spanish origin ¹
MALE					
Total, employed					
persons.....thousands..	2,160	1,358	259	160	384
Percent.....	100.0	100.0	100.0	100.0	100.0
White-collar workers.....	23.8	18.2	22.1	34.2	40.4
Blue-collar workers.....	57.4	62.5	51.2	47.2	47.7
Service workers.....	13.1	10.9	24.0	18.6	11.5
Farm workers.....	5.7	8.4	2.7	-	0.8
FEMALE					
Total, employed					
persons.....thousands..	1,325	753	148	122	303
Percent.....	100.0	100.0	100.0	100.0	100.0
White-collar workers.....	46.4	44.0	42.9	45.8	54.5
Blue-collar workers.....	29.9	27.1	38.9	45.9	26.4
Service workers.....	22.1	26.3	18.2	8.3	19.1
Farm workers.....	1.5	2.6	-	-	0.3

¹Includes Central or South American and other Spanish origin.

TABLE 4

Income in 1975 of Persons of Spanish Origin
14 Years Old and Over with Income by Type of
Spanish Origin and Sex, for the
United States: March 1976

(For meaning of symbols, see text)

Sex and type of Spanish origin	Median income	Percent with income below \$5,000	Percent with income of \$25,000 or more
BOTH SEXES			
Total, Spanish origin.....	\$4,788	51.7	0.9
Mexican.....	4,475	34.1	0.7
Puerto Rican.....	4,871	51.6	0.4
Cuban.....	5,183	48.2	1.0
Other Spanish origin ¹	3,669	46.0	1.8
MALE			
Total, Spanish origin.....	\$6,777	36.6	1.3
Mexican.....	6,450	39.0	1.2
Puerto Rican.....	6,687	34.9	0.8
Cuban.....	7,074	31.8	1.9
Other Spanish origin ¹	7,744	31.1	3.5
FEMALE			
Total, Spanish origin.....	\$3,202	70.6	-
Mexican.....	2,750	75.2	0.1
Puerto Rican.....	3,837	68.6	-
Cuban.....	3,407	65.4	-
Other Spanish origin ¹	3,854	62.6	-

¹Includes Central or South American and other Spanish origin.

Chicanos and Puerto Ricans in Postsecondary Education

In response to demands to redress the educational neglect of minority students, in particular Chicanos and Puerto Ricans, and improve their limited access to higher education and their underrepresentation in the number of graduates from postsecondary institutions, and in recognition of the importance of education to success and earning power, Congress has enacted legislation which directs Federal assistance to the education of the minority or disadvantaged student. Federal expenditures in programs for elementary and secondary education for children from low income areas represent 56.2 percent of the total Federal support for that educational level. This is significant when one considers that in 1974-75, eleven percent of the estimated \$110.4 billion overall expenditure by educational agencies and institutions came from Federal sources.

Within higher education, the Federal Government has been a major source of direct financial support to assist students who are unable to meet the rising costs of a college education. Federal assistance in this aspect is vital since participation in postsecondary education depends to a great extent on the parents' or students' ability to pay tuition. Cost increases in universities have effectively limited the equitable distribution of educational opportunities.

Federal support for higher education was estimated to be more than \$5 billion in 1974-75 which includes student aid programs, as well as amounts spent on research (Federally supported by 70 percent). In 1972, 48.2 percent of the students from families with incomes of \$3,000 to \$5,999 received Federal aid; 10.3 percent of the students from families with incomes in excess of \$18,000 also received some Federal aid. Besides family income level, Federal aid varied by the type of institution attended -- four-year colleges, two-year institutions and vocational-technical schools (The Condition of Education, 1976).

The extent to which those programs serve Chicanos and Puerto Ricans remains to be determined. However, the fact remains that as of 1975, Chicanos and Puerto Rican students represented only 2 percent of the undergraduate enrollment. This suggests that program objectives have not been achieved and leads to the inevitable question as to why programs are not reaching that segment of the minority population.

In view of the large role played by the Federal Government in assuring equal access to education and equality of educational opportunities, it becomes extremely important to assess the effectiveness of Federal programs toward Chicano and Puerto Rican students, particularly in the area of higher education. Yet,

few persons would disagree with the notion that an assessment of a program, or series of programs, is only as good as the intended use of the findings. In other words, it is fundamental that findings generated by these efforts should be employed in the modification of existing programs and the planning of new ones.

CHAPTER II

METHODOLOGICAL DESIGN

Research Strategy

Although many political scientists have described policy formulation as a formalized and rational approach, there is a growing body of literature as well as experience, which attests to the unpredictability of the process. It is not strictly a function of the political process, nor of strategic variables or highly structured systems analysis. It is more a mix of all these in addition to social interaction, values, available resources and unforeseen events (Edelman, 1964). Or, as Charles E. Lindblom described it in "The Science of 'Muddling Through'", the method of "successive limited comparisons."

LM&A assumed, for the purposes of this study, that programs are the articulation of policy; that there are some existing policies, or if there are not, we can explore the reasons for their absence; that there are agency programs, goals, and objectives; that we can isolate the issues relevant to the problem under study; and that there are multiple components and factors related to policy, as well as feasible actions that could be taken by the Federal government.

The study was designed taking into consideration the conditions under which research influences policy decisions and outcomes. Therefore, our study focuses on the practical problem as opposed to the theoretical, taking into account the realities of decision-making.

Objectives

In light of the issues previously discussed, and bearing in mind these realities and needs, L. Miranda and Associates conducted an applied research study into programs within the Federal government which aim at increasing the number of Chicano and Puerto Rican college graduates. The purpose of the research was to produce empirical data on existing Federal programs and their effectiveness, and present alternative courses of action as recommendations for policy formulation or modifications.

Specifically, the objectives of this study were as follows:

- o To review the Federal involvement in postsecondary education by identifying and examining Federal post-secondary education policies and programs.
- o To determine the participation of Chicanos and Puerto Ricans in postsecondary education, and in those programs administered by those agencies identified by FICE to be surveyed for this study.

o To identify Federal postsecondary education policies and programs which have been specifically created in these agencies to address the higher education needs of these two groups, by providing support for them in postsecondary education.

Methodology

In approaching the stated objectives, L. Miranda and Associates aimed at attaining a balanced perspective that integrated data analysis of in-depth qualitative observations sensitive to the concerns of Puerto Ricans and Chicanos. Basic to the assignment was obtaining and subsequently verifying the accuracy of data and information so as to determine the degree of Federal involvement in programs designed to enhance the participation of Chicanos and Puerto Ricans.

The effectiveness and successful accomplishment of this study demanded an in-depth knowledge of the national social and political structure, as it relates to persons of Hispanic origin, and great sensitivity to Chicano and Puerto Rican concerns. This assignment also required knowledge of the Federal administrative and legislative structures and public policy-making systems. Central to this knowledge, and to the general approach of the study, was recognizing that the tasks involved called for integrating knowledge from a variety of disciplines.

Review and Analysis of the Literature

For the review, annotation, and analysis of the literature LM&A used as a starting point the indexes and catalogs available through the computerized operations of the Educational Resources Information Center's network of the National Institute of Education, and the clearinghouses of the National Institute of Mental Health and the National Institute for Drug Abuse.

In addition, an extensive search through the catalogs of the Library of Congress was conducted. In order to insure that recent publications and reports not yet catalogued were included in the literature review and analysis, special efforts were made to contact other sources (e.g., educators, government officials, HWG members), to identify these new sources of information. A total of over four hundred entries were identified for a bibliography on the education of Chicanos and Puerto Ricans. Of these, over one hundred entries dealing more specifically with the postsecondary education of these two groups were annotated (Appendix A).

After the bibliography and annotated entries were completed, numerous publications and reports were carefully studied and analyzed to determine the participation and special problems of Chicanos and Puerto Ricans in higher education. The report on the review and analysis of the literature is included in Appendix B.

The literature search was instrumental in identifying key questions to be answered, such as:

- o Are Chicanos and Puerto Ricans actually underrepresented in higher education? If so, what factors account for their low level of participation? What barriers, if any, exist which act as hindrances to these students in gaining access to and retention power in higher education institutions?
- o What role has the Federal government played in supporting these two groups in higher education? What measures have been undertaken to achieve equal educational opportunity for Chicanos and Puerto Ricans? Have these efforts been effective? Why?

Agency Survey

As part of this study, FICE identified fifteen Federal agencies to be surveyed for their postsecondary education policies and programs, to determine:

- o Policies and programs which have been created to specifically address the postsecondary education needs of Chicanos and Puerto Ricans.
- o The participation of these two groups in those higher education programs administered by the agencies.
- o Agencies' expenditures incurred to support them in higher education, and how these expenditures compare with total budgets and expenditures for other groups.

The procedures to survey these agencies were carefully outlined and discussed with the HWG. Recognizing the fact that gaining entry into the agencies could prove to be problematic for the LM&A project staff, FICE identified a FICE representative for each agency to be surveyed. The role of this representative was to assist project staff in identifying two key agency officials who would have the knowledge and capability to provide the information and documentation needed for this study. One of these key officials would be from a policy level, while the other would be from the program operations/administration level, since the study focused on these two areas. Two types of interview protocols were developed. One interview questionnaire was designed for the policy level (decision-maker) administrator; the second was developed for the Federal program administrator. Our survey included at least one person from each level per agency (see Appendix C).

Prior to conducting the interviews, several preliminary steps were taken in order to increase the probabilities of acquiring accurate information. First, a project summary was prepared, with an attachment of a list of documents to be requested at the time of the interview. Second, interview guides were designed to facilitate the interview process and increase the quality of information to be gathered. These interview guides included both general and specific points of inquiry such as: agency education policies and programs; policies and programs specifically created to support Chicanos and Puerto Ricans in higher education; agency's expenditures on higher education; amounts allocated and/or spent on the higher education of Chicanos and Puerto Ricans; ethnic breakdown of program participants; and, a major section asking agency officials for candid opinions about the adequacy and effectiveness of agency programs. See copy of interview schedule in Appendix C.

Once the project summary, the list of documents, and the interview guides were prepared, FICE representatives were contacted and briefed on the study's purpose and scope, as well as on their role in achieving project objectives. One week after initial contact, representatives were again contacted to obtain information on officials identified for interviews. Once this information was obtained, potential interviewees were contacted, briefed on the study, and interviews were scheduled.

The major problems in this phase of the study were (1) the unavailability of some of the potential interviewees, which necessitated re-scheduling of many interviews, and (2) referrals, by those interviewed, to other personnel with more adequate information about specific postsecondary programs. Project staff were referred to other agency officials, who in turn referred others, and so on. The interview process therefore became a mammoth effort, much greater than anticipated.

Once agency information and documentation were obtained, interview guides and documents were processed and analyzed and a summary report was prepared for each agency. This summary report included:

- o The agency's overall mission.
- o Its postsecondary education policy(ies) and program(s).
- o Its postsecondary education budget and expenditures, and the proportion spent on Chicanos and Puerto Ricans.

- o The participation of these two groups in agency post-secondary education programs.
- o Agency's policy and/or programs (if any) created specifically to support Chicanos and Puerto Ricans in higher education.

After a summary report for each agency was prepared, we analyzed each agency's involvement regarding postsecondary programs for Chicanos and Puerto Ricans, and compared this with the information assembled in the literature review.

Conclusions were subsequently made emanating into a series of recommendations for legislative, policy, and administrative changes toward a more effective delivery of postsecondary education programs affecting Chicano and Puerto Rican constituencies.

CHAPTER III

SURVEY REPORT FOR EACH AGENCY

DEPARTMENT OF AGRICULTURE

"The Department of Agriculture works to improve and maintain farm income, and to develop and expand markets abroad for agricultural products. The Department helps to curb and cure poverty, hunger and malnutrition. It works to enhance the environment and to maintain our production capacity by helping landowners protect the soil, water, forests and other natural resources. Rural development, credit and conservation programs are key resources for carrying out national growth policies. USDA research findings directly or indirectly benefit all Americans. The Department, through inspection and grading services, safeguards and assures standards of quality in the daily food supply."

There is no specific postsecondary education policy for Chicanos and Puerto Ricans at USDA. However, the Department issued a policy of "Non-discrimination in Federally-Assisted Programs of the Department of Agriculture - Effectuation of Title VI of the Civil Rights Act of 1964." This policy clearly states that, "no person in the United States shall on the grounds of race, color or national origin be excluded from participation in, be denied the benefits of or be otherwise subjected to discrimination under any program or activity of an applicant or recipient receiving Federal financial assistance from the Department of Agriculture or any Agency thereof...However, USDA does not have a formal mechanism established to assess the participation of Chicano and Puerto Ricans in its higher education programs, nor a system to measure program impact.

Four agencies within USDA are involved in postsecondary education. Educational assistance takes the form of institutional grants awarded to colleges and universities, fellowships for research, and on-the-job training for high school and college students. The following summaries present brief descriptions of the four agencies and the educational programs they support.

Agricultural Research Service (ARS) provides knowledge and technology so that farmers can produce efficiently, conserve the environment and meet the food and fiber needs of the American people. Research efforts are conducted in very close cooperation with the States, as well as with other agencies in USDA, other Federal agencies, industry, foundations and private groups.

Two primary programs are specifically engaged in post-secondary education.

- o The Post-Doctoral Research Associateship Program -- Provides two or three persons per year with salaries to do agricultural research which meets current needs. This program is sponsored by ARS, the National Academy of Engineering. No statistical information on the participation of Chicanos, Puerto Ricans, or any other group, nor on the funding levels for this program was made available for this study.
- o Research Cooperative Agreement -- promotes negotiated agreements between educational institutions and DOA for the purpose of producing data for improved agricultural production. These agreements are mutually agreed upon, with an education institution paying partial cost of a project. Postsecondary education assistance may be a by-product of this program, but knowledge production is the primary emphasis. Two types of agreements are made: (1) the Specific cooperative Agreement - limiting a project funding to four years with all funding obligated the first year, and, (2) the General Cooperative Agreement - which requires re-application for funds on a yearly basis. There is no time limit to this program. Information on program participants was not made available.

Forestry Service is responsible for national leadership in the promotion and achievement of a pattern of natural resource uses that will best meet the needs of people now and in the future, for: (1) generating forestry opportunities to accelerate rural community growth, (2) improving the welfare of the underprivileged members of society, and (3) developing the availability of a firm scientific base for the advancement of science.

In keeping with these objectives, the Forestry Service has two key education programs. Both programs are designed to expose interested students to the Forestry Service and to expand the pool of qualified persons.

- o The Cooperative Education Program -- offers college students summer employment placement in regional offices, experiment stations, and the National Office. After completing two consecutive summers between the junior and senior year, graduates are allowed access to the Civil Service roster without competition. This is only allowed if students completed their placements. This is the only program for which student participation by ethnic group was available (1976 only). Of a total of 85 participants, three (3.5%) were Spanish-speaking. No further breakdown of ethnic subgroups participating in this program is recorded at the agency.

- o The Vocational Occupational Training Program -- offers placement to high school students and follows the same procedures as the other program. No information was made available on program participants, and no records are kept on the breakdown of ethnic subgroups.

Cooperative State Research Service administers federal grant funds for research, marketing rural development, and forestry. Education programs in this agency include:

- o The Hatch Experiment Station Act Program -- provides federal money to help states carry out agricultural research which is of mutual interest. Federal funds are allocated to the states, and research is conducted at land grant universities. All of the experiment stations are located at land grant educational institutions. Information was not made available on the ethnicity of program participants.
- o The Cooperative Forestry Research Act Program -- assists state experiment stations and cooperative forest schools to carry out forestry research which is of mutual interest to the Federal government and state governments. State governors designate where funds shall be distributed. This is not a postsecondary education program per se, but funds for research may sometimes be awarded at the post graduate level. No information was made available for program participants.
- o The 1890 Program -- authorizes funds to sixteen Black land grant colleges and Tuskegee Institute for agricultural research. No figures were made available for the number of black (or other ethnic group) participants.
- o Special Grant Program -- offers grant monies to colleges, universities, and other private entities through a competitive process, for research on such topics as pest control, genetic vulnerability, product transportation and marketing and storage. Information on ethnicity of program participants was not made available.
- o Title VI Rural Development Act (1972) Program -- provides funds to states on a formula basis to carry out rural development research at state levels in areas of agricultural investigation and development of new technology. Information obtained from this research is then implemented by local government or industry in rural areas.

Program funds are directed to universities in the States. A State Advisory Council determines priorities of development and the university staff develops the plan which is reviewed and approved by the council. The primary thrust of this Act is to assist states in developing agricultural plans, not necessarily assisting in areas of postsecondary education.

The Cooperative Extension Service is the primary education agency within USDA. However, educational programs address the needs of rural communities by offering technical assistance to farmers and ranchers, marketing technology, home economics training and 4H projects. The Cooperative Extension Service works cooperatively, through its land grant universities, with state governments and county governments to provide training that benefits rural communities. This type of education is not at the postsecondary education level but focuses more on social service training and technical assistance. Low income and minority programs under CES in various communities are devoted to helping families improve their nutritional level.

Information on the number of participants involved in USDA programs, or breakdowns on ethnic identification, is not available at the agency (with the exception of CEP). However, this information is recorded at the regional level. Data from each region for all other programs was not made available for this study. However, since the 1890 Program funds Black institutions it may be assumed that a large number of black students benefit from this program.

The following budget was available for the specified years:

TABLE 5

USDA PROGRAM BUDGETS

<u>USDA PROGRAMS</u>		<u>Funding</u>
Post Doctoral Research Associateship		N/A
Cooperative Education Program		
Specific Cooperative Agreement	1976	\$ 4,913,042
General Cooperative Agreement	1976	1,572,181
Vocational Occupational Training Program		N/A
Hatch Experiment Station Act	1977	97,973,000
Cooperative Forestry Research Act	1977	8,212,000
1890 Program	1972-	
	1977	55,179,000
Special Grant Program	1977	4,500,000
Title V Rural Development Act	1977	3,000,000
Cooperative Extension Service		N/A

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Each program funds specific projects. Within any given program, numerous projects receive varying amounts of funding. The time required to trace each of those projects would require an overwhelming effort. The scope of this study did not permit such in depth research.

The Department of Agriculture also supports an upward mobility program for its employees. Each agency supports the Department's program through their budgets by paying for employees' educational training. Because these are on-going programs no budget allocations are provided on an annual basis.

The Upward Mobility Program consists of three programs:

- o College Study - provides an opportunity to follow courses of study at the undergraduate level to meet requirements to qualify for professional occupations with USDA. This is a non-degree granting program. Its purpose is to provide training for advanced employment.
- o Job Opportunity and Skills Training Program (JOST) offers unskilled clerical, technical or administrative personnel opportunities to advance to professional positions to meet requirements of target positions. Participants obtain advanced skills through on-the job training, skills training or education courses. No budget figures were available for the JOST program. The total participants from 1972 through 1976 was 209; of that total 162 have actually filled target positions. No breakdown by ethnic identification was available.
- o GED Program - provides an opportunity for employees to obtain high school diplomas through comprehensive exams. USDA provides courses to prepare participants for exams. The GED program had 177 participants from 1974 through Spring 1977. The USDA pays \$140.00 per 80 hour cycle per student. Each student attends 3 hours a day of course work in preparation for the exam. The Department has organized the program in cycles so that students may enter at their own educational level. Students participate in the program until they have gained enough knowledge to pass the exam. No figures on ethnic identification of participants were available.

Budgetary figures were only available for the College Study Programs, based on bills submitted to USDA by the University of Maryland. Course work is done at two USDA sites and the University of Maryland. The direct expenses incurred by USDA can only be compiled from the costs of courses at the University of Maryland.

The figures from 1974 through summer of 1976 total \$344,156.76. This is only a partial cost because indirect expenditure figures were not available. The total participants from 1974 through 1976 was 195. No breakdown by ethnic identification was available.

Information from the Department of Agriculture was extremely difficult to obtain. Not one central contact was instrumental in providing information on USDA's postsecondary education programs. Data collection involved numerous calls and information requests from all agencies within the Department, and the information collected was fragmented. From the information available, an attempt was made to form an overall picture of the Department's involvement in postsecondary education. This picture reflects that USDA is indirectly involved in postsecondary education primarily through funding institutions for agricultural research.

The only reference made of program participants by ethnic groups was for the 1890 Program which authorizes funds for Black Land Grant Colleges. The participation of Chicanos and Puerto Ricans in research efforts funded by USDA could not be determined since records of program participants by ethnic identification are not centrally located at the Department or Agency level. However, USDA has made an attempt to protect the rights of all minorities and women to participate in and benefit from all programs, activities, and services provided by the Department, by preparing a comprehensive detailed policy on non-discrimination.

Even though USDA issued this policy of non-discrimination in those programs funded by the Department, it does not have a specific policy to support Chicanos and Puerto Ricans in its higher education programs, nor has the Department established an official system to measure program impact on, or participation of, Chicanos and Puerto Ricans. Therefore, it is not possible to determine how USDA implements its non-discrimination policy in its higher education programs.

ALCOHOL, DRUG ABUSE, MENTAL HEALTH ADMINISTRATION

ADAMHA's mission is to "promote leadership in the Federal effort to reduce and eliminate, when possible, health problems caused to the people of the United States by the abuse of alcohol and drugs, and to improve the mental health of the United States generally."

Three institutes within ADAMHA support this mission: the National Institute on Alcohol Abuse and Alcoholism (NIAAA), the National Institute on Mental Health (NIMH), and the National Institute on Drug Abuse (NIDA). All institutes have three functional categories of programs: research, manpower and training, and service programs.

Research programs are of two types: intramural and extramural. Intramural research programs are conducted by Federal employees in Federal laboratories, and they tend to be demonstration programs. Extramural research programs are conducted by educational institutions and private, non-profit research entities.

Manpower and training programs are designed to increase the number of persons qualified to carry out the missions of each institute. These programs are the ones of greatest relevance to this study since they are more involved in post-secondary education. Service programs are primarily community-based, and promote direct service delivery. Each institute funds numerous community-based, non-profit agencies and organizations to carry out the designated mission of the Institute.

NIAAA provides leadership, policies, and goals for the Federal effort in the prevention, control, and treatment of alcohol abuse and alcoholism, and the rehabilitation of affected individuals. Research on the biological, psychological, sociological, and epidemiological aspects of alcohol abuse and alcoholism are conducted and supported by this Institute.

Training programs are funded to meet manpower needs in the alcohol field which encompass the areas of research, treatment, prevention, and training. According to a statement furnished for this study:

The Institute does not have a specific policy statement on postsecondary/higher education, but all of its training programs can be considered as such since they are directed toward after high school education (both the Institute's professional and paraprofessional training programs are

directed toward the person who has completed high school, or who has had some work experience which would be considered equivalent to high school competence). In addition, the Institute's paraprofessional training programs provide, at the minimum, community college credits.

The Services Program is directed toward the Treatment Programs (TP) and Prevention Programs (PP). Funding for TP is directed to community-based non-profit entities having community advisory boards. Prevention Programs are broad-based education programs directed to the population at large, with youth being a specific target. Grants are often awarded to school systems.

For fiscal year 1976 NIAAA budgeted \$12 million for research, \$7.4 million for training programs, and \$124 million for services programs. The total training budget from 1972 through 1976 was \$37,387,000. However, budget figures identified by ethnicity of persons served by the programs were first recorded in 1974. The total training fund allocations from 1974-1976 are presented in the following table.

TABLE 6

NIAAA Training Fund Obligations

Ethnic Group	1974-1976	%	1977 Estimate	%	Estimated Total	%
Total	27,529,000	100	7,200,000	100	34,729,000	100
Blacks	1,213,000	4.4	198,000	2.7	1,411,000	4.0
American Indians/Alaskans	2,763,000	10.0	449,000	6.2	3,212,000	9.2
Hispanics	727,000	2.6	224,000	3.1	951,000	2.7
Asian Americans	N/A	-	-	-	-	-

Approximately 2.6 percent of the training funds obligated from 1974-1976 was allocated to Hispanics, with an estimated 3.1 percent for 1977. Priority in this Institute are service programs and research, in that order. We were unable to determine reasons for the high funding level for Native Americans. Although American Indians and Alaskan natives represent only 0.4 percent of the U.S. population they have been receiving an average of 9.2 percent of NIAAA's training funds. On the other hand, Hispanics represent 5.3 percent of the U.S. population, yet received an average of only 2.7 percent of NIAAA's training funds.

made to universities to train persons in specific areas of drug abuse.

The services delivery component of NIDA supports community-based centers. The program originally addressed drug addiction by focusing on heavy urban areas, but now the problem is so pervasive that it does not recognize boundaries. Approximately 45% to 50% of the clients served are minorities.

Total expenditures for the areas of research training and service delivery for 1976 were \$218 million. As with NIAAA, NIDA's priorities are services and research, in that order as reflected by the funding levels: services - \$174 million; research - \$34 million; and, training - \$10 million. Considering that almost half of the clients served by NIDA are minorities, we question the Institute's commitment in training minorities to serve such a large minority clientele.

The budgetary allocations for postsecondary education programs for minorities during fiscal years 1972-1976 are included in the following table.

TABLE 7

NIDA Allocations for Higher Education Programs for Minorities

Ethnic Group	1972-1976	1977 Estimate	Estimated Total
Blacks	5,020,000	1,200,000	6,220,000
American Indians	762,000	100,000	862,000
Mexican Americans	2,272,200	600,000	2,872,200
Puerto Ricans	1,508,000	458,000	1,966,000
Asian Americans	-0-	-0-	-0-

From 1972-1976 NIDA spent approximately \$3.7 million on post-secondary education programs for Chicanos (\$2.27 million) and Puerto Ricans (\$1.5 million). No total amount was provided for these years so that a comparison cannot be made on the percentage of NIDA expenditures on higher education programs for Chicanos and Puerto Ricans. However, the total budget allocation for higher education programs for 1977 is \$10 million, of which \$600,000 (6%) have been estimated to be allocated for Chicanos, and \$458,000 (4.5%) for Puerto Ricans. According to a memo furnished for this study, NIDA's training monies are not broken down by program categories. Information

on the kinds of programs these monies are allocated, was not made available.

NIMH provides leadership, policies, and goals for the Federal effort in the promotion of mental health, the prevention and treatment of mental illness, and the rehabilitation of affected individuals.

This Institute does not have an official indicator that specifically supports higher education for Chicanos and Puerto Ricans. However, it does have an established policy (as stated in a July, 1976 memo to all Directors of Mental Health Clinical Training Programs and Other Interested Persons), which seeks to address the needs of minority group members, children, the aged, and the physically handicapped.

NIMH's two divisions, the Division of Manpower and Training Programs (DMTP), and the Division of Special Mental Health Programs (DSMHP), conduct research, training, and service delivery. The total funding for NIMH for fiscal year 1976 reflects the same pattern of priorities as NIAAA and NIDA: services - \$214 million; research - \$96 million; training - \$85.1 million. Expenditures for higher education programs for fiscal years 1972 through 1976 were over \$477 million. The following table illustrates each Division's expenditures by year, and amount spent to support Chicanos and Puerto Ricans in higher education.

TABLE 8

NIMH's Expenditures on Higher Education Programs
and on Chicanos and Puerto Ricans

FY	DMTP	DSMHP	TOTAL	CHICANOS	%	PUERTO RICANS	%
1972	99,074,000	4,236,000	103,310,000	1,180,000	1.1	711,000	.6
1973	96,919,000	2,690,000	99,609,000	894,000	.8	683,000	.6
1974	91,552,000	6,098,000	97,650,000	1,595,000	1.6	1,211,000	1.2
1975	86,864,000	3,995,000	90,859,000	1,609,000	1.7	1,463,000	1.6
1976	81,270,000	4,575,000	85,845,000	1,362,000	1.5	2,584,000	3.0
TOTAL	455,679,000	21,594,000	477,273,000	6,640,000	1.3	6,652,000	1.3

This table clearly shows that the Division of Special Mental Health Programs, with a special focus on minority services received only 4.7 percent of the total monies for higher education. The table also points out that the average percentage

spent on Chicanos and Puerto Ricans in higher education was only 2.7 percent of the total expenditures, nearly half their comparable representation in the U.S. population.

Figures provided for the total number of participants served by DMTP for fiscal years 1972-1976 could not be aggregated, since students receiving stipends are often supported for more than one year of training. However, figures were provided as to how many persons, including Chicanos and Puerto Ricans, participated each year. The following table illustrates the underrepresentation of Chicanos and Puerto Ricans in NIMH programs.

TABLE 9
DMTP Participants

FY	Total Participants	Chicanos	Z	Puerto Ricans	Z
1972	9,840	123	1.2	67	.6
1973	9,486	179	1.8	61	.6
1974	8,879	259	2.9	120	1.3
1975	8,010	249	3.1	111	1.3
1976	6,880	196	2.8	140	2.0
AVERAGE PERCENTAGE		2.36		1.16	

According to a statement furnished for this study, actual number of students benefiting from DMTP was not readily available. Total figures provided were only for number of stipends awarded. However "since training grants commonly provide teacher support, as well as stipends, it can be assumed that the numbers benefitting are substantially larger than the numbers receiving stipends."

Even though DSMHP has only received 4.7 percent of NIMH's total monies for higher education for 1972-1976, it has spent approximately 7.8 percent in supporting Chicanos and Puerto Ricans in higher education. Over one and a half million dollars (\$1,705,209) of DSMHP's \$21.5 million on higher education programs were spent on Chicanos and Puerto Ricans.

DSMHP also provided a list of six higher education programs specifically targetted for Chicanos (the University of Texas, Pueblo of Laguna Service Center in New Mexico, Granite Comprehensive Mental Health Center in Utah, Chicano Education Training & Research Organization in California, and New Mexico State University), and Puerto Ricans (the University of Puerto Rico). Information as to the types of programs

offered (e.g., graduate, undergraduate, paraprofessional, etc.) was not provided. It is evident, however, that DSMHP's efforts are concentrated in supporting more Chicanos than Puerto Ricans. Moreover, no programs have been created to specifically support Puerto Ricans in the United States.

Briefly, NIMH's postsecondary education expenditures for 1972-1976 are as follows:

TABLE 10

NIMH Postsecondary Education Expenditures: 1972-1976

PROGRAM	TOTAL	ON CHICANOS	%	ON PUERTO RICANS	%
DMTP	455,679,000	6,640,000	1.4	6,652,000	1.4
DSMHP	21,594,000	1,374,815	6.3	330,394	1.5
TOTAL	477,273,000	8,014,815	1.6	6,982,394	1.4

A total of 2,340 persons were served by DSMHP's Crime and Delinquency, Metropolitan, Minority, and Suicide Prevention programs from FY 1972-1976. Of these, 77 (approximately 3.2%) were Chicanos and 33 (approximately 1.4%) were Puerto Ricans. All Puerto Rican participants were reported as located in the Northeastern states (Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island, Vermont, New York, New Jersey, Delaware, Maryland, Pennsylvania, Virginia, West Virginia, District of Columbia, Puerto Rico), while Chicanos were located in the Western states (Washington, Oregon, Idaho, California, Nevada, Utah, Alaska, Hawaii).

NIMH is one of the few agencies in our survey which kept complete records not only on the number of Hispanic participants and the amounts funded, but also complete records on Chicanos and Puerto Ricans. However, as with NIAAA and NIDA, these two groups are underrepresented in their programs and receive low levels of funding overall.

The thrust of ADAMHA's programs is on services delivery and research, with manpower training programs assigned the lowest priority, as reflected by the levels of funding allocated to each program area. Although manpower training programs are designed to produce persons qualified to carry out the missions of ADAMHA's three institutes (NIAAA, NIDA, NIMH), the agency does not have a specific policy statement to support Chicanos and Puerto Ricans in postsecondary education programs.

ADAMHA's overall higher education expenditures on Hispanics, Chicanos or Puerto Ricans, were consistently lower and disproportionate when compared to their representation in the U.S. population. Moreover, considering that a large number of clients served by ADAMHA's service programs (especially NIDA and NIMH's DSMHP), are minorities, the fact that training programs designed to produce persons qualified to carry out the mission of the agency receive the lowest level of funding, leaves open the issue of how committed this agency is to train Chicanos, Puerto Ricans, or other minorities.

The need for a specific policy to support Chicanos and Puerto Ricans in ADAMHA's higher education programs is supported by the overall low levels of funding being expended on these two groups, by their underrepresentation (based on NIMH's figures only - not available for NIAAA or NIDA), and by the funding pattern of allocating monies to support Puerto Ricans in higher education only in specific regional areas.

In addition to establishing specific policy so that funds can be increased and/or re-allocated, ADAMHA should establish a central reporting and recording system to obtain and record specific ethnic information on program participants from all three Institutes. This will allow ADAMHA's officials to assess which ethnic groups and subgroups are being served by, and benefit from, their postsecondary education programs. In this manner, agency efforts can be re-directed to support the two largest Spanish-speaking minority populations in addition to equalizing agency support to minorities in general.

DEPARTMENT OF COMMERCE

"The Department of Commerce encourages, serves and promotes the Nation's economic development and technological advancement. It offers advice and information to domestic and international business; provides social and economic statistics and analyses for business and government planners; assists in the development and maintenance of the U.S. merchant marine; provides research for and promotes the increased use of science and technology in the development of the economy; provides assistance to speed the development of the economically underdeveloped areas of the Nation; seeks to improve understanding of the Earth's physical environment and oceanic life; promotes travel to the U.S. by residents of foreign countries; assists in the growth of minority businesses; and seeks to prevent the loss of life and property from fire."

DOC does not have specific postsecondary/higher education policies for Chicanos and Puerto Ricans, nor a general education policy. The Department of Commerce is primarily involved with providing employment. If postsecondary education occurs in this process, it is secondary to the intent of the overall objectives of the Department.

The DOC provides employment opportunities to college students through four postsecondary education programs. All Bureaus within DOC can participate in these programs by providing program participants work opportunities in suitable positions.

The overall long term goals of these programs are (1) to attract students to the agency; (2) to influence curriculum development; (3) to prepare students to enter self employment through business entrepreneurship; and (4) to modify entry requirements for program participation by providing opportunities to enter Civil Service Commission jobs.

- o Cooperative Education Program (CEP) -- offers employment programs whereby students are nominated by colleges and universities for alternating periods of work relating to their studies. It was reported that this program has problems with high dropout rates, but no additional information was provided as to the reasons.

- o Business Management Fellowship Program (BMFP) -- is directed to the private industry. The Department of Commerce sponsors this program with the National Alliance of Business and the National Football League to encourage private employers to provide work experience for students while they attend college.
- o Federal Junior Fellowship Program (FJFP) -- provides employment for students who are in the top 10% of their graduating high school classes and are referred by school counselors. Students are given a work experience opportunity while pursuing a college program. Students are generally disadvantaged and in need of funds to further their education.
- o Summer Employment Program (SEP) -- includes the following programs: (1) Stay-in-School Program - for students 16 to 22 years of age generally referred by State Employment Services. (2) Summer Exam Program - allows any student to apply for jobs in federal bureaus after being certified by the Civil Service Commission summer exam register. (3) Federal Summer Interns Program - provides work to graduate students when it is related to course of study. Students are referred by colleges and universities. (4) Faculty Hiring Program - designed to employ faculty members who apply to bureaus or who are identified by bureaus. (5) Graduate Student Employment Program (GSEP) - designed for graduate students seeking employment for specific vacancies within specified bureaus.

Except for the Business Management Fellowship Program, DOC has no fiscal records for these programs. They are supported on the basis of positions available within specific DOC Bureaus, or by encouraging the private sector to provide jobs.

The total appropriations for FY 1973-1977 for the Business Management Fellowship Program were \$947,500,000. The breakdown of that figure includes the following:

<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>
125,000,000	150,000,000	225,000,000	220,000,000	227,500,000

None of the programs identified participants on the basis of ethnic origin. The total number of participants for all programs from 1971 - 1976 was 9,432. No information was made available as to how many of these participants were Chicanos or Puerto Ricans. The numbers of participating students for each program are as follows:

Cooperative Education Program (1971, 1973, 1975)	559
Business Management Fellowship Program (1973, 1976)	3,204
Federal Junior Fellowship Program (1972 - 1976)	759
Summer Employment Programs	
Summer Aid (1972 - 1976)	2,204
Stay-in-School (1972- 1976)	668
Summer Exam (1972 - 1976)	1,014
Federal Summer Intern (1972 - 1976)	45
Faculty Hiring (1975 - 1976)	47
Graduate Student Employment	932
Total Participants	9,432

These figures represent participants actually employed as part of the programs. Records are kept on ethnic identification along with additional employment information of program participants. However, this data is not currently broken out according to these categories. It was reported that no official system exists at DOC to formally assess program impact on Chicanos and Puerto Ricans.

Two Problems identified by DOC (in terms of the effective administration of its postsecondary education programs) were: (1) too much fragmentation of tasks, as related to programs' objectives; (2) programs are not centrally controlled, making it possible for too many people to be responsible for program implementation, which creates an abundance of administrative problems.

Another major problem that was identified in terms of these programs is that DOC Bureaus are sometimes hesitant to bring in students for temporary work because these programs do not provide for "ceiling relief," in terms of position slots allocated to the Department. In other words, by hiring participant students, Bureaus fill their employment slots temporarily and, therefore, cannot hire other permanent employees. Efforts are being made to acquire ceiling relief from the Civil Service Commission for these positions.

Information available from the DOC reflects the Department's interest in providing higher education students with pre-employment experience in their areas of study, as well as

providing them with opportunities for future employment. However, no policy or programs have been created to support Chicanos and Puerto Ricans in higher education.

Participation of Chicanos and Puerto Ricans and other minorities in these programs could be determined if efforts were made to extract ethnic information from all employment forms of program participants. However, this information was not made available for this study.

It has been established that Chicanos and Puerto Ricans generally come from economically and educationally disadvantaged backgrounds and underdeveloped areas. The high cost of higher education and the financial barrier this represents could be alleviated by the participation of these two groups in work-study programs. DOC seeks among other missions, to serve and promote economic development, as well as promoting the development of underdeveloped areas. Since it also engages in efforts to provide postsecondary education opportunities through the employment of students, these combined elements provide the basic ground for the development of a concrete policy to address the postsecondary education needs of Chicanos and Puerto Ricans.

The Federal Junior Fellowship Program requirements, as they stand right now (upper 10% students, counselor referrals), in effect bar massive participation of Chicanos and Puerto Ricans. It has been established that these two groups encounter special problems at the elementary and secondary levels which many times account for poor academic achievement. Moreover, arbitrary referrals by counselors leave a wide margin for personal prejudices and discriminatory practices to be displayed.

DOC should not only review its program requirements, but most important, it should establish a firm policy to support these two groups in its higher education programs. Once the policy is established, funds should be allocated to create programs that will provide this support. In addition, a statistical reporting and recording system should be implemented so that agency officials can more accurately determine which ethnic groups and subgroups are being served by DOC higher education programs. Also, efforts should be made to better coordinate educational efforts and activities, so that a more uniform thrust is made to effectuate the Department's involvement in higher education. A possible solution would be to bring all educational efforts under the administration of a single Division.

These measures will increase the future probability of Chicanos, Puerto Ricans, and other minority groups to have equal opportunity to participate in, and benefit from, DOC's higher education programs.

Budgetary figures provided show that of the two programs receiving the highest levels of funding, one is targeted for Blacks. No higher education programs have been targeted for Chicanos or Puerto Ricans.

Lacking the specific policy, specific programs, and participant data, it is difficult, if not impossible for agency officials to allocate program funds to support Chicanos and Puerto Ricans in higher education. In order to provide equal opportunity for access of these two groups in USDA programs, a specific policy would have to be generated, and funding would have to be allocated to create programs to support them in USDA's higher education efforts. In addition, a systematic reporting and recording system would have to be established so that agency officials can determine which ethnic groups and subgroups are being served by, and benefit from USDA's higher education programs. This system, like the one recommended for ADAMHA, should be centrally located so that the information from all agencies within USDA can be consolidated. This will allow USDA officials to have a more accurate and complete picture of the Department's efforts to provide equal opportunity to all groups to participate in, and benefit from, USDA programs.

COMMUNITY SERVICES ADMINISTRATION

CSA's mission is to "advocate for low income people with the Federal establishment. It seeks to coordinate its services with other Federal agencies to promote greater self-sufficiency among low income people." CSA has a nationally established community-based network with 881 Community Action Program (CAP) Agencies, limited purpose agencies (targeted to specific groups), and the Community Development Corps which carries out Community Economic Development programs. All CSA funds are channeled through these outreach agencies.

Postsecondary/higher education is not a primary effort for CSA. Its primary concern is social service and community training programs. CSA does not have a postsecondary education policy, nor a specific policy on postsecondary education for Chicanos, Puerto Ricans, or any other minority group.

With the exception of LULAC, the following program descriptions are not postsecondary education programs. These are brief descriptions of CSA's primary activity areas.

- Local Initiative Program -- designed to promote innovative program solutions by community groups in dealing with the issue of poverty. Possible community programs would involve: job development, information and referral, counseling, various types of training or consumer education. Any program that communities design is usually in conjunction with CAP agencies.
- One of the programs funded in 1973 by CSA as a demonstration program is the League of United Latin American Citizens (LULAC). LULAC seeks to address Hispanic needs in postsecondary education. Its efforts have placed over 16,000 students in undergraduate and graduate programs, channeled over \$14,500,000 of financial aid to students, and awarded over 200 corporate and foundation scholarships nationally. Information as to how many of these students are Chicanos or Puerto Ricans was not made available for this study.

LULAC assists high school students make decisions on career choices; cooperates with high school counselors and admission and financial aid officers

of colleges and universities; provides information about grants, scholarships and loans for college education; helps students register for college entrance exams; assists students in applying for college admission and financial aid; provides supportive services to students after they enroll; and assists seniors in college to apply for graduate and professional programs.

LULAC currently serves communities in ten states (not identified). The budget figures include:

<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>1976</u>
\$202,000,000	0	\$100,000,000	\$2,549,994

Since LULAC was originally funded as a demonstration project, continued funding must be annually requested. Program staff are hopeful that LULAC will remain a priority program. However, no additional information was provided as to why the funding level has decreased so sharply in this time period. This marked cut in funds brings to mind the question of CSA's commitment to "promote greater self-sufficiency among low income people," if the agency has almost totally eliminated assistance to the only education program that supports Hispanic students.

This issue was identified as a problem by the persons interviewed at CSA who stated that: "Funding for demonstration grants is not on-going. Special assistance programs are at the discretion of the CSA Director."

Another problem identified was that no official system exists at CSA to formally assess program impact on Chicanos and Puerto Ricans, even though programs have regular monitoring, including on-site visits.

- o Energy Conservation Program -- the primary program area is in housing weatherization for the poor to conserve heat in the winter. Other program areas involve problems related to transportation, fuel, utility bills (making arrangements with utility companies to pay bills).

- o Community Food and Nutrition Program -- offers services through CAP agencies or limited purpose agencies to assist low income people in improving nutritional status by spending incomes more efficiently for food. A newly supported program involves community support for growing gardens and promoting community canneries. The past two years, the Senate has required a 15% set-aside-fund for migrant farm workers and American Indians.
- o Senior Opportunity and Services Program - assists the elderly poor by providing a variety of services such as Meals on Wheels, Home Visits, Transportation, Telephone Reassurances, Information and Referral, and recreational and social activities.

Funding for each of the primary CSA programs includes the following:

	<u>Average Annual Amount</u>
Local Initiative Program (1972-1976)	\$ 330,000,000
Energy Conservation Program (1974-1976)	27,500,000
One-time-only funding (1977)	
Crisis intervention - \$200,000,000	
Weatherization - 82,500,000	
Standard allocation - + 27,500,000	
Total Appropriation \$310,000,000	310,000,000
Community Food and Nutrition Program (1972-76)	27,500,000
Senior Opportunity and Service Program (1972-1976)	10,000,000

Amounts of funds allocated to specific groups were not recorded. However, for 1976 only, numbers of program participants were recorded, including percentages for different groups. These figures do not represent participants in post-secondary education programs. Of an approximate total of 15,438,813 persons who received CSA services, the ethnic breakdown is as follows:

- 11.23% - Hispanic
- 38.27% - Black
- 1.06% - American Indian
- 0.49% - Asian
- 26.58% - White
- 0.87% - Other
- 21.49% - Unknown

One of the problems in keeping records on recipients of service is count duplication. A person may receive more than one CSA service and be counted more than once. CSA is currently in the process of developing a record-keeping system that addresses this problem.

The following figures are approximations for three of the four programs already described. These figures are based on the 1976 One-time-only Survey on a random sample basis of CAP agencies.

TABLE 11

Programs and Persons Served by CAP Agencies
by Target Population and Funded Amounts
(in thousands of dollars)

Name of Program and Total Persons Served by CAP Agencies	Hispanic	Black	American Indian	Asian	White	Other	Unknown
Community Food & Nutrition Program: 2,164,166	7.58	38.83	0.33	0.02	44.86	0.85	8.41
Energy Conser- vation Program: 222,291	1.35	22.08	1.13	0	22.65	0.27	52.52
Senior Oppor- tunity & Service Program: 2,951,745	5.13	16.28	0.59	0.95	28.13	0.08	48.84
Local Initiative Program	N/A	N/A	N/A	N/A	N/A	N/A	N/A

CSA also offers an internal, upward mobility program for its employees. No budget figures are available because much of the education depends on the type of training required for employment positions. Some require on-the-job training, others only need to change a job series, while others require education in a university setting.

- o Career Development Program -- offers training for GS-1 through GS-9 level employees to change job series with greater career potential. Approximately 30 persons per year participate. From 1972 to 1976, 150 persons participated and approximately 20 (13%) were Hispanic.
- o Long Term Training Program -- offers education to employees at the GS-11 level and above, to up-grade professional skills. This program may involve a degree at the postsecondary level; however, its main focus is on skill development. Approximately two persons per year participate in this program. Of ten persons who participated between 1972 and 1976, one (10%) was Spanish-speaking.

The information received from CSA indicates that this agency does not have a general postsecondary education policy, nor a specific policy to support Chicanos and Puerto Ricans. Postsecondary education is not a primary effort for CSA. However, this agency funded one demonstration program (LULAC) which seeks to address the Hispanics' needs in higher education. Nevertheless, this sole involvement in supporting Hispanics in higher education has been all but eliminated, as reflected by the sharp decrease in funding. Moreover, no records are maintained at the agency level to determine the participation of Chicanos and Puerto Ricans in this program, and no formal mechanism exists to assess program impact on these groups.

Since CSA seeks to promote greater self-sufficiency among low-income people, and since it channels its funds through community outreach agencies which many times create programs targeted toward specific groups, it could put forth a strong effort to promote the higher education of Chicanos and Puerto Ricans through these programs. In order to do this, a specific policy would have to be generated to address the higher education needs of these two groups, within the context of the agency's mission as advocates of low income people within the Federal establishment. Funds would have to be allocated to create programs to achieve this purpose, or solicit and finance education and training programs through the Local Initiative Program.

CSA needs to request and record statistical ethnic data of program participants and monies allocated, so that it can assess which ethnic groups and subgroups are being served by these programs.

CSA needs to revise its stance on demonstration programs. These types of programs are developed as models or prototypes for future operational programs, and they represent a trial-and-error period during which new approaches and organizational structures and procedures are tried out on a rather flexible and adaptable basis. However, to fund such a program without

the expectation and planning of funding past the pilot period
does a serious injustice and disservice to all involved,
including program recipients.

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L. Miranda and Associates

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DEPARTMENT OF DEFENSE

"The primary thrust of the Department of Defense is to provide the military forces needed to deter war and to protect the security of our country."

DOD's policy on postsecondary education is outlined in a Directive dated August, 1975. General policies are designed for military personnel to develop educationally and professionally in order to: (1) perform their military jobs more effectively; (2) prepare for positions of higher military responsibility; (3) qualify for advanced military training and educational programs; (4) adjust to productive post-service careers; (5) fulfill individual aspirations; (6) enhance individual capabilities. No postsecondary policy has been specifically targeted at Chicanos, Puerto Ricans, or minorities in general.

Comprehensive educational programs are established to encompass a broad range of educational experiences, including: basic and remedial education; high school completion; certificate programs; associate, baccalaureate and advanced degree programs; and vocational and technical programs.

DOD has a postsecondary education division which administers DOD's two major postsecondary programs: the GI Bill and the Tuition Assistance Program.

- o The GI Bill -- provides financial assistance to veterans seeking a higher education degree. It requires an honorable discharge and a minimum of service lasting 180 days. A new law which became effective on January, 1977, now mandates service personnel to contribute to the cost of Veterans Administration benefits. This program is available to all persons meeting the above requirements, without regard to ethnic identification. Records are not maintained identifying ethnic breakdown of program participants.
- o The Tuition Assistance Program -- designed for in-service personnel who seek a college education. The armed services pay 75% of the cost and the student pays 25%. Requirements for student participation are as follows: education must increase (1) military skills, (2) potential for assuming advanced responsibilities, and (3) personal development. Eligibility is open to anyone in the armed services. No records are maintained on the ethnic composition of program participants.

DOD has an additional program which may indirectly impact on the postsecondary education of Chicanos and Puerto Ricans: Pre-discharge Education Program (PREP). This is a program funded by the Veterans Administration for which eligibility accrues for the service member after continuous active duty. This program comprises (1) a high school-level program for a high school credential, and, (2) a remedial, deficiency and refresher educational program designed for high school graduates who require preparation to make up a deficiency in a particular subject area, or who need remedial or refresher work to pursue, and increase the likelihood of success in, a postsecondary or occupational/vocational program. However, no figures were made available for program participants by ethnic breakdown.

No figures were available on budgets or expenditures for any of these DOD education programs, nor for the total number of participants benefiting from them. DOD does not keep records of program participants by ethnic breakdown. Therefore, participation of Chicanos and Puerto Ricans in DOD's programs cannot be assessed since the information is not available. Moreover, no official system exists for formally assessing the impact of DOD's higher education programs on Chicanos and Puerto Ricans.

Although DOD's postsecondary education policy has been designed with specific objectives, no specific mention is made about developing minority personnel to achieve those objectives. The current directive serves as a blanket policy to cover all groups, but fails to address postsecondary education needs of Chicanos and Puerto Ricans, specifically, or minorities in general.

Lacking a specific policy to support Chicanos and Puerto Ricans in the Department's higher education programs, and lacking programs to address their needs in this area, or records to assess their participation, DOD should take corrective measures to address these deficiencies. At the present time it is impossible to determine if Chicanos and Puerto Ricans are being provided with equal opportunity to participate in, and benefit from, DOD's higher education programs.

DOD should create a specific policy to support these two groups in higher education, fund programs to address their education needs, and establish a reporting and recording system which will accurately measure the participation of these two groups in its postsecondary education programs. These corrective measures will insure that equal educational opportunity is provided to Chicanos and Puerto Ricans, and other minorities to participate in, and benefit from DOD's programs.

NATIONAL INSTITUTE OF EDUCATION

"NIE was created to provide leadership in the conduct and support of scientific inquiry into the educational process, to provide more dependable knowledge about educational quality, and to improve education, including career education."

In 1974 a series of planning conferences were held with Hispanic Professionals from the U.S. and Puerto Rican on the planning of Multicultural/Bilingual activities. However, an analysis made by NIE on the participation of women and minorities in knowledge production and utilization (KPU) research activities showed Hispanics, in particular Puerto Ricans, to be substantially underrepresented in the field of education KPU.

NIE has no specific policy in the area of postsecondary education. The postsecondary education unit in the Institute was recently dissolved. However, although no specific postsecondary education policy or program for Chicanos and Puerto Ricans exists at NIE, the National Council on Educational Research's (NIE's policy-making body) Resolution 75-19 states as a policy directive NIE's commitment to increase the participation of minorities and women in the educational research and development community. In addition, the Office of Policy Analysis and Budget submitted a timetable to NCER which indicates projected changes in programmatic and institutional activities, number of women and minorities hired, and number of grants and contracts awarded to minorities and women. These activities were launched during FY 1977. However, NIE does not have any official system established to accurately measure the participation of Chicanos and Puerto Ricans in its higher education efforts.

In 1975 Congress mandated NIE to address five problem areas which are NIE's current focus of research efforts: (1) basic skills - research to insure that Americans acquire basic skills in reading and math; (2) finance and productivity - research to insure that quality education is obtained for the amount of money invested; (3) education and work - research projects on career education relevant to the world of work; (4) educational equity - supporting equal education opportunity through project research; (5) school capacity problem-solving - offering technical assistance and research money to administrators seeking to solve their own problems. A sixth area is Dissemination and Resources which distributes the data collected in the five areas listed.

NIE projects are under the jurisdiction of any of the above specific divisions, depending on the type of problem being addressed. These projects are not divided, identified, or categorized according to educational level for NIE's in-house recording purposes. For example, a computer printout received only listed projects' identification numbers and titles. This information did not prove to be helpful in identifying amounts spent on postsecondary education efforts since none of the projects was specified as related to post-secondary education. However, partial information on total projects funded by NIE from 1973 to 1976 on the basis of ethnic identification was available, as follows:

TABLE 12
NIE Program Funding by Ethnic Category

	HISPANICS		BLACKS		AMERICAN INDIANS		ALL GROUPS	
	Projects	Total	Projects	Total	Projects	Total	Projects	Total
1973	20	3,568,759	21	7,368,885	8	711,617	N/A	N/A
1974	11	1,313,109	13	4,706,247	5	992,168	N/A	N/A
1975	8	1,940,080	11	2,857,780	2	770,000	N/A	N/A
1976	20	4,093,500	8	3,312,000	5	895,000	N/A	N/A

Although figures were available for the number of projects and monies allotted for some groups, no agency records are kept of the numbers, or ethnic breakdowns, of program participants/beneficiaries. Therefore, no information is available on the participation of Chicanos and Puerto Ricans in NIE's post-secondary education programs or projects.

As we previously stated, NIE is currently expanding its efforts to increase the participation of minorities in all functions of the KPU system in educational research. Activities within the Educational Equity Group contribute to the forwarding of minority participation, especially through their Multicultural/Bilingual Education unit. Efforts have been made to engage educational, and research and development related, ethnic minority representatives in NIE's activities, and to give them formal recognition by providing them with additional opportunities for exposure and R&D related experiences. In addition, the Dissemination and Resources Group (Minority involvement unit) is focusing activities on the particular issues, concerns, and interests of minority researchers. Also, a full time educational Equity Officer has been designated with responsibility for internal and external outreach activities to stimulate the increased participation of minorities in NIE's R&D affairs.

However, although Hispanics (especially Puerto Ricans) were identified as severely underrepresented in KPU research activities, no special efforts are being made, nor have special programs been targeted to specifically increase the pool of Hispanics, Chicanos or Puerto Ricans, in the educational research field. In other words, the issues raised at the Multicultural/Bilingual activities planning conferences have not been adequately addressed by the Institute.

OFFICE OF EDUCATION

The statutory function of the Office of Education is administration of programs of financial assistance to education agencies, institutions and organizations.

OE's new commissioner was confirmed in April 1977. As a result, OE will be determining new policies which will impact its future direction. The commissioner has stated his priorities for the Office of Education: promoting increased access to our schools and colleges; clarifying the Federal role in education; increasing communication between Washington and educators in the field; and pushing for quality of education. As for the priorities within the Office, he intends to promote re-organization through efficient management, increased accountability and, better service.

The issue of educational access to those who have been historically bypassed, seems to be the strongest priority. Future policy at OE is currently in the formulative stages and no concrete directives have been developed. At this point priorities are being identified in order to establish future policy. If the issue of access maintains its current priority, OE policy may reflect the need to address the educational needs of Chicanos and Puerto Ricans. However, different programs within OE have indicated support for Chicanos and Puerto Ricans in postsecondary education through their program policies. These will be presented in the narrative to follow.

The Office of Education, as it was expected, administers numerous educational programs. Given the scope of this study and the time constraints involved, only major postsecondary education programs were surveyed. OE has identified five major postsecondary education programs that provide financial assistance: Basic Education Opportunity Grant (BEOG), Supplemental Education Opportunity Grant (SEOG), College Work Study (CWS), National Direct Student Loan (NDSL), and Guaranteed Federally Insured Student Loan (GFISL) programs. In addition to these, the following programs were surveyed: State Student Incentive Grant (SSIG), TRIO (Upward Bound, Talent Search, Special Services), Teacher Corps (TC), Bilingual Education Fellowship (BEF), Bilingual Teacher Training (BTT), Basic Institutional Development (BID), and Advanced Institutional Development (AID).

A brief summary report on each of these programs follows. Tables with the amounts of funding and number of participants follow after the narratives.

- o Basic Educational Opportunity Grant (BEOG) Program - makes funds available to undergraduate students enrolled on at least a half-time basis in a program of study which is six months in length. Students attending colleges, community/junior colleges, vocational schools, technical institutes, and hospital schools of nursing are eligible to apply.

This program is for financially disadvantaged students. Ethnicity of applicants is "not important - we don't want to give applicants the impression that this is a program for minorities." No information was available on how many of participating students were Chicanos and Puerto Ricans.

- o Supplemental Educational Opportunity Grant (SEOG) Program - is for students of exceptional financial need who without the grant would be unable to continue their education. A student is eligible to apply if enrolled at least half-time as an undergraduate or vocational student in an educational institution participating in the program. A grant is not less than \$200.00 or more than \$1,500 a year. Normally, SEOG funds may be received for up to four years. However, the grant may be received for five years when the course of study requires extra time. The total that may be awarded is \$4,000 for a four-year course of study or \$5,000 for a five-year course.

- o College Work-Study Program (CWS) - provides jobs for students who have great financial need and who must earn a part of their educational expenses. Students are eligible if enrolled at least half-time as a graduate, undergraduate or vocational student in an approved post-secondary educational institution.

The educational institution participating in the program arranges jobs on campus or off campus with a public or private non-profit agency. Students may be employed up to 40 hours per week. The amount of weekly work hours are determined by the college financial aid officer based on: (1) need for financial assistance, (2) class schedule, and (3) health and academic progress. Generally, salaries are at least equal to the current minimum wage. Maximum hourly wage rate depends on the job and qualifications.

- o National Direct Student Loan - is for students who are enrolled, at least half time in a participating post-secondary institution and who need a loan to meet their educational expenses.

Students may borrow up to a total of: (a) \$2,500 if enrolled in a vocational program or if less than two years of a program leading to a bachelor's degree are completed; (b) \$5,000 if a student is an undergraduate who has already completed two years of study toward a bachelor's degree; (c) \$10,000 for graduate study. (The amounts borrowed any previous period are added to the loan limit specified by the type of study.)

Repayment begins nine months after graduation or leaving school for other reasons. Ten years may be allowed to repay the loan; a 3% interest is charged on the unpaid balance. No payments are required for up to three years while serving in the Armed Forces, Peace Corps or Vista.

- o Guaranteed/Federally Insured Student Loan Program - enables students to borrow directly from a bank, credit union, savings and loan association, or other participating lender who is willing to make an educational loan. The loan is guaranteed by a state or private nonprofit agency or insured by the Federal Government.

Students enrolled or accepted for enrollment at least half time in an eligible College or University, a School of Nursing or a vocational, technical, trade business or home study school may apply.

The maximum that may be borrowed as an undergraduate is \$2,500 a year. A graduate or professional student may borrow up to \$5,000 per year (in some states it is less). The interest rate cannot exceed 7 percent.

The total amount that may be borrowed for undergraduate or vocational study is \$7,500 and \$15,000 for graduate or professional study, including loans made at the undergraduate level.

The following table presents the total program funding for these programs, and the amounts funded to Hispanics.

TABLE 13

PROGRAM FUNDING
1972-1976

<u>Program</u>	<u>Total Funding</u>	<u>Hispanic Funding</u>	<u>% of Total Funding to Hispanics</u>
Basic Education Opportunity Grant (BEOG)	(1973-1976) 1,668,600,000	N.A.	N.A.
Supplemental Education Opportunity Grant (SEOG)	(1972-1975) 808,300,000	67,248,061	8.3%
College Work Study (CWS)	(1972-1975) 1,048,000,000	78,961,677	7.5%
National Direct Student Loan (NDSL)	(1972-1975) 1,144,000,000	90,490,118	7.9%
Guaranteed/Federally Insured Student Loan	N.A.	N.A.	N.A.

The table on the following page indicates the total number of recipients and Spanish surnamed recipients to be awarded grants or loans on a year by year basis. The total participants figures should not be aggregated over a period of years, since students may receive support for two years or more (and duplication would therefore result).

- o Upward Bound - this program seeks to increase the academic performance and motivational levels of eligible enrollees that they may complete secondary school and successfully pursue postsecondary education programs. This program is designed to motivate low income youths who have academic potential but who lack adequate secondary school preparation. This program funds projects which provide summer residential programs in which students receive instructions in basic academic skills, educational and career guidance and counseling, and a comprehensive counseling and enrichment program to develop creative thinking, effective expression, and positive attitudes toward learning. During the regular school year these projects also provide tutoring and counseling services.

From January 1965 through June 1976, a total of 179,225 students participated in this program. Of these, 12,331 (approximately 6%) were Chicanos and 3,957 (approximately 2%) were Puerto Ricans. Reasons why students leave the Upward Bound Program prior to high school graduation were provided. A total of 3,507 Chicanos and 1,170 Puerto Ricans left this program, and the majority of them listed the following main reasons:

TABLE 14

DROPPING OUT OF UPWARD BOUND PROGRAM

Reasons Stated	Chicanos	Puerto Ricans
personal and family problems	50%	46%
involuntary dismissal	14%	16%
dropped out of school	13%	9%
family or student moved away	8%	10%
financial problems	6%	4%

- o Special Services for Disadvantaged Students Program - provides remedial and other special services for low income students with academic potential who, because of severe rural isolation may be disadvantaged, and who (1) are enrolled or accepted at a postsecondary education institution which receives Federal grants or is contracted under this program, and (2) by reason of deprived educational, cultural, or economic background or physical handicap, or limited English-speaking ability, are in need of services to assist them initiate, continue, or resume their higher education. The goal of this program and the projects it funds are to increase the retention and graduation rates of these students.

TABLE 15

OE SPANISH SURNAMED PROGRAM RECIPIENTS

OE Program	1972			1973			1974			1975		
	Total Recipients	Spanish Surnamed	%	Total Recipients	Spanish Surnamed	%	Total Recipients	Spanish Surnamed	%	Total Recipients	Spanish Surnamed	%
BEOG	N.A.	N.A.	N.A.	185,249	N.A.	N.A.	573,403	N.A.	N.A.	1,268,000	N.A.	N.A.
SEOG	320,369	28,853	9	331,050	23,538	7.1	395,000	38,354	9.7	390,000	40,753	10.4
CWS	496,254	29,775	5.9	538,437	31,875	5.9	570,000	42,352	7.4	570,000	42,693	7.5
NDSL	645,696	32,287	5	639,769	32,181	5	680,000	40,120	5.9	690,000	42,159	6.1

Program	Years	Total Participants	Chicanos	%	Puerto Ricans	%
Upward Bound	1965-1975	179,225	12,331	6	3,957	2
Special Services	1973-1976	250,104	29,579	11	12,810	5
Talent Search	1973-1976	342,810	51,984	15	13,229	3
Educational Opportunities	1975-1976	37,169	2,913	7	1,781	4

Statistical reports from July 1973 through June 1976 show that a total of 250,104 students participated in this program. Of these, 29,579 (11%) were Chicanos and 12,810 (5%) were Puerto Ricans. During this period the average cost per student was \$277.55. An estimated breakdown of this program's expenditure would be \$8.2 million for Chicanos and \$3.5 million for Puerto Rican students.

Eighty-three percent (83%) of the Puerto Rican student participants were located in Region II (New York, New Jersey, Puerto Rico), while Chicanos were most heavily represented in the Southwestern states: Region VI (39%) and Region IX (45%). Information on reasons for leaving projects was not available by ethnic group.

- o Talent Search - this program seeks to: (1) increase the rate at which youths of financial or cultural needs, including those in isolated rural areas, complete secondary school and enroll, with adequate financial aide, in post-secondary educational programs; (2) decrease dropout rates at the secondary and postsecondary levels; (3) increase the number of dropouts who re-enter educational programs; and (4) increase the postsecondary enrollment rate of youths who have delayed pursuing postsecondary educational training. To achieve these objectives, youths of financial (2/3 of students served) or cultural needs (1/3 of students served), who have an exceptional potential for postsecondary educational training, are identified and encouraged to complete secondary school and undertake postsecondary training. Also, this program disseminates information on students.

Statistical reports from July 1973 through June 1976, show that a total of 342,810 students participated in this program. Ethnic composition of program participants was available, and of the total number 51,984 (15%) were Chicanos, 13,229 (3%) were Puerto Ricans, and 4,649 were "other Spanish." The average cost per student for this period was \$52.08. Estimated expenditures were \$2.7 million for Chicanos and \$688,966 for Puerto Ricans. Preliminary statistics for 1976-1977 show that approximately 16% of the students being served are Hispanics. No further ethnic breakdown was available for this period (1976-1977).

Sixty-two percent (62%) of the Puerto Rican student participants were located in Region II (New York, New Jersey, Puerto Rico), while Chicanos were most heavily represented in the Southwestern states: Region VI (51%) and Region IX (21%).

- o Educational Opportunity Centers Program - information available on this program was only for program-year 1975-1976. Twelve projects with total allocations of \$3 million were funded for this period. Data indicates a total of 37,169 participants, of which 2,913 (7%) were Chicanos and 1,781 (4%) were Puerto Ricans. The average cost-per-participant was \$80 which would represent an estimated expenditure of \$375,520 or 12% for Chicano and Puerto Rican students. No additional information was available.

The Office of Bilingual Education supports two postsecondary/higher education programs: the Teacher Training Program, and Bilingual Education Fellowship Program.

- o The Teacher Training Program - financially assists institutions of higher education to provide training programs for personnel participating in conducting programs of bilingual education, including programs emphasizing opportunities for career development, advancement and lateral mobility. The program encourages reform, innovation and improvement in educational curricula in graduate education, in the structure of the academic profession, and in the recruitment and retention of higher education and graduate school faculties as related to bilingual education.

The total amount awarded to institutions for 1976 was \$9,275,000. This figure was broken down on a state-by-state basis identifying the specific amount funded to each educational institution. Data identifying the total amount of money targeted for specific ethnic groups was not made available for this study.

- o The Bilingual Education Fellowship Program - awards are given to individuals for the purpose of facilitating enrollment in a full-time program of study in the field of training teachers for bilingual education. Teachers and/or teacher trainers are trained to meet the needs of school districts and institutions of higher education. Criteria is designed to meet the need of various language groups. The ultimate goal of the program is to meet the needs of children of limited English-speaking ability.

In fiscal year 1976, \$4 million were awarded to a total of 708 Fellows enrolled in 38 universities in 16 states. Many of these were second-year awards to the 480 Fellows at 30 universities who received awards in 1975. In fiscal year 1976, the Fellows received training in one of 12 different languages. Awards ranged from \$3,000 to \$6,000 depending on tuition costs, prior education, work experience and number of dependents.

The allocations for the Bilingual Education Fellowship Program from 1974 through 1976 were \$7,000,000. The Office of Bilingual Education did not identify the amounts allocated to specific minority groups.

The following breakdowns are specified by language category rather than by ethnic identification. These figures represent the total number of fellowships awarded from 1974 through 1976.

Native American Speaking	19
Asian Speaking	107
Spanish Speaking	972

Although the Office of Bilingual Education is designed to assist all Americans of limited English-speaking ability, the primary group served is the Spanish-speaking group.

- o State Student Incentive Grant Program (SSIG) - makes Federal funds available to states to encourage the expansion of ongoing state scholarship programs and the establishment of new state scholarship programs for undergraduate students with substantial financial need.

Full time students who meet state eligibility criteria may receive up to \$1,500 per academic year in initial or continuation awards for undergraduate postsecondary study. Those enrolled on at least a half-time basis may receive reduced award amounts.

The Commissioner is authorized to make payment to the state for paying 50 percent of the amount of student grants under a state program.

The total Federal contribution of funds for fiscal year 1977 was \$60,000,000. The distribution of funds was based on the total enrollment in higher education institutions (including proprietary schools), as of Fall 1975. The funding or participant breakdown was not available on the basis of ethnic identification.

The Division of Institutional Development administers two education programs, the Basic Institutional Development Program and the Advanced Institutional Development Program.

- o Basic Institutional Development Program - Grants authorized by Title III of the Higher Education Act of 1965, are made to developing institutions that show both a desire for, and a promise of, institutional improvement, in order that they may more fully participate in the higher education community.

This funding allows developing institutions to draw on the expertise of stronger more experienced colleges and universities and the resources of business and industry through a cooperative arrangement. Additionally, grants enable schools to hire National Teaching Fellows and Professors Emeritus. Stipends under the Fellowship Program are awarded to junior faculty members and graduate students from other institutions to encourage them to teach at a developing institution. The Professors Emeritus program enables developing institutions to hire retired professors or other skilled higher education personnel as teachers and researchers.

From 1972 through 1976 this program spent a total of \$259,842,000 on developing institutions. Of these monies, approximately 5% (\$13,518,325) was spent on institutions serving Chicanos, and approximately 2% (\$5,662,500) was spent on institutions serving Puerto Ricans. During 1976 this program served 163,573 persons, of whom approximately 10% (16,995) were Chicanos and 24% (40,394) were Puerto Ricans.

- o The Advanced Institutional Development Program - is authorized under Title III of the Higher Education Act of 1965, as amended.

"The Commissioner shall carry out a program of special assistance to strengthen the academic quality of developing institutions which have the desire and potential to make a substantial contribution to the higher education resources of the Nation but which are struggling for survival and are isolated from the main currents of academic life."

The main purpose of the Advanced Institutional Development Program is to accelerate the institutions' development with a multi-year commitment of funds enabling schools to more effectively plan resource allocations.

Institution eligibility for funding is determined by the following criteria: whether the institution (1) has legal authority to award associate of arts and bachelor's degree, (2) is accredited by a nationally recognized accrediting agency or is making reasonable progress toward accreditation, and (3) has met these requirements during the five academic years for which it seeks assistance under this title. Additionally, an institution must meet other requirements as prescribed by Commission regulations, including the following determinations: that a reasonable effort is being made to improve the quality of its teaching and administrative staffs and of its student services; and that the institution is, for financial or other reasons, struggling for survival and isolated from the main currents of academic life.

Congress has recognized the special education needs of American Indians and Spanish-speaking people in passing the legislative amendments of 1972 and 1974 and therefore incorporated the following waiver powers:

"The Commissioner is authorized to waive three years of the requirements set forth in clause (C) of paragraph (1) in the case of applications for grants under this title if the Commissioner determines such action will substantially increase higher education for Spanish-speaking people."

The total spent from 1973 through 1976 for the Advanced Institutional Development Program was \$199,500,000, with \$10,649,777 to Spanish-speaking. The amount of Spanish-speaking was not broken down further by amounts funded to subgroups.

One of the central purposes of these two programs is to assist developing institutions in meeting the needs of groups that have been historically bypassed. Since this is a main focal point of impact, special waivers may be granted, particularly to minority and disadvantaged groups.

An example of a developing institution receiving funding is the Inner City Private College in Puerto Rico. This was a formerly small private college exclusively for women and converted, in 1970, to a coeducational institution to serve educationally and economically deprived inner city students. Enrollment increased from 700 women in 1971-72 to 3,300 in 1975-76 of whom 38 percent are male. The college has over 88 percent low-income students and about the same proportion of students with Spanish surnames.

For the scope of this study, itemized project-by-project summaries of these two programs were not feasible. The preceding example illustrates one of the ways in which funding may be applied.

- o Teacher Corps Program - established through the enactment of Title V, Section 511 of the Higher Education Act of 1965, it offers a two-year program of combined graduate education and practical teaching experience to persons interested in pursuing a teaching career. It also offers a re-training program for persons who are already teachers. The program particularly benefits segments of the population which have had limited access to educational resources, i.e., inner city schools, rural communities and Indian reservations.

Interns in the program are recruited at the national level and then interviewed by various local communities. The communities make the final determination on placements. The Teacher Corps "makes every effort to recruit minorities to address the specific needs of each community."

This program assists in the development and implementation of improved teacher education programs through the co-operative efforts of the Local Education Agency, the Institute of Higher Education and the community being served by the school.

The funding level of the programs has remained constant since 1966. The total each year is \$37,500,000. The total from 1972 through 1976 is \$187,500,000. No figures were available of the amounts allocated to specific ethnic groups. The total number of persons served directly, including interns and teachers re-trained, from 1972 through 1976 was 19,893. Breakdowns on the ethnic identification of participants were not recorded by the program.

The Teacher Corps funded 66 continuing projects and 58 new projects for fiscal year 1977. Four interns are assigned to each project bringing the total number of participants to 496 for this year.

Some of the problems identified by different OE programs included:

- o BID - program is understaffed for evaluation and monitoring; colleges complain about low levels of funding; applications too complex and should be simplified; OE should develop a list of Spanish-speaking colleges and distribute it.
- o BEOG - there is a need to coordinate applications and delivery systems with other financial aid programs - there's too much duplication of effort; the job description of financial aid officers at institutions many times is not in line with BEOG program and this causes problems in program administration at the institutional level.
- o Division of Financial Aid - there are communication problems between agency and institutions, especially in regards to regulations - this is usually caused because division is understaffed to administer the program and to do other things (like notifying institutions of program changes), in a timely fashion.
- o NDSL and TRIO Programs - reporting forms from institutions are being re-designed now to make them more simple.

Within the Office of Education numerous offices meet different educational needs. For the purpose of this study, the scope was intentionally narrowed in order to adequately find information on major programs dealing with postsecondary education. Information collected primarily reflects that OE's educational programs are designed to directly assist students, faculty, and/or institutions rather than to provide increased manpower to meet research needs of the agency.

Since the majority of OE's higher education programs are based on the criteria of student's or institution's financial need, the primary beneficiaries are financially disadvantaged and minority students and the institutions that serve these groups.

Overall and complete participation of Chicanos and Puerto Ricans in all of the programs surveyed was not determinable since some of the programs do not keep records on participants ethnicity or on ethnic subgroups. However, those programs that do have these specific records (Upward Bound, Special Services, Talent Search, and Educational Opportunities) show that these two groups are proportionately represented when compared to the population size they represent. Participation of Chicanos and Puerto Ricans in the Basic Institutional Development Program meets and exceeds these two groups representation in the U.S. population, and the funding level is also proportionate to the composition of Chicano and Puerto Rican populations. Other programs that keep records of Spanish-speaking recipients (SEOG, CWS, NDSL) also meet or exceed the percentage of this ethnic group's representation in the U.S. population.

Geographical distribution was available only for the Special Services and Talent Search programs. Special Services records showed that 83% of the Puerto Ricans participating in this program were located in Region II (New York, New Jersey, Puerto Rico), while Chicano representation (approximately 84%) came from the Southwestern states. The same geographical pattern is evident in the Talent Search program where Puerto Rican participants (62%) are from Region II (New York, New Jersey, Puerto Rico), while approximately 83% of Chicanos are from the Southwestern states. Although the highest concentration of these two populations are in these two geographical areas, it is a fact that the Chicano and Puerto Rican populations are dispersed throughout the entire U.S. However, OE's practice of heavily funding these students mostly in these two areas lends itself to bypassing or overlooking Chicano and Puerto Rican students and faculty from other geographical areas, depriving them of program services.

Of the information received from OE programs, and of problems identified, two major issues stand out that should be addressed by policy development. First, the fact that from now on OE programs will not be collecting information on ethnic subgroups has major implications in terms of providing equal education opportunities for these ethnic subgroups. Since records will not be available to measure their participation, it will be impossible to allocate program funds to meet their special higher education needs; that is, how will OE officials be able to know if these subgroups are being served, or benefitting from these programs?

The second issue, lack of coordination of delivery systems, became evident to project staff, not only with OE programs, but with all other agencies' programs surveyed. This problem was reflected in the fragmentation, as well as the duplications of programs' efforts. Many of the program administrative problems (understaffing, complex regulations, communications, poor time management to accomplish tasks, poor program information dissemination, etc.) converge on the lack of coordination of delivery services provided by the programs. The problem of poor coordination of DHEW's programs and policies that impact on education has been recognized by experts in the field of education, as well as by officials within the Department. An Assistant Secretary of DHEW recently stated that "coordination of Federal education programs is shamefully weak." (Washington Post, August 14, 1977, p. B-3)

Overall, the Office of Education does not have a specific policy to support Chicanos and Puerto Ricans in higher education. However, OE's new commissioner has stated a commitment to increase access opportunities in higher education. But in order to be able to measure progress towards the achievement of this objective, it is imperative to have complete, accurate records as to the number and type of ethnic groups and subgroups participating in OE higher education programs. OE's new practice of not recording this information will not only be incongruent with the agency's commitment to provide equal opportunity and access, but will also result in doing disservice to the U.S.'s two largest minority Spanish-speaking populations: Chicanos and Puerto Ricans.

ENERGY RESEARCH AND DEVELOPMENT ADMINISTRATION

"The purpose of the Energy Research and Development Administration is to reorganize and consolidate Federal activities relating to research and development on the various sources of energy in order to develop and increase the efficiency and reliability of the use of all energy sources to meet the needs of present and future generations, to increase the productivity of the national economy and strengthen its position in regard to international trade, to make the nation self-sufficient in energy, to advance the goals of restoring, protecting and enhancing environmental quality and to assure public health and safety."

ERDA does not have a specific postsecondary education policy for Chicanos and Puerto Ricans, nor an official system established to measure the participation of Chicanos and Puerto Ricans in its higher education programs. The Energy Organization Act of 1974 authorized ERDA to assist educational institutions for the purpose of increasing the available labor pool in the field of energy. The purpose of ERDA contracts and grants is not direct educational assistance; its concern is more in procuring necessary manpower.

Four programs within ERDA are offered to assist the agency in meeting manpower needs:

- o Traineeships for Graduate Students - designed to support outstanding students in studying toward advanced degrees in disciplines of importance to the nation's energy research and development programs, and to strengthen centers for energy education on a nationwide basis.
- o Laboratory Cooperation Program - provides graduate students and faculty an opportunity to gain educational knowledge by working in an ERDA research laboratory. This program was formerly under the purview of the Atomic Energy Commission, but due to consolidation it is now an ERDA program.
- o Faculty Development Projects in Energy Program - aimed at the development of faculty understanding of important subject matter relating to the development and efficient utilization of energy resources and the associated technologies. Faculty institutes, short course, workshops, conferences, symposia, meetings, or seminars are all appropriate vehicles for achieving the goal of advancement of the capabilities for energy-related education within the academic community.

- o The Pre-Freshman and Cooperative Education Program (PREFACE) - designed to increase the number of minority group members and women entering engineering, science, and other areas of importance to ERDA. This is a summer program designed to expose graduating high school seniors to the energy field. The programs are conducted through colleges and universities to provide students with innovative experiences prior to their freshman year in college as well as support and appropriately reinforce efforts during the freshman year.

The total funding from 1976, including estimates for 1977 and 1978, for the programs include:

Traineeships for Graduate Students	\$1,250,000
Faculty Development Projects	4,740,000
Laboratory Cooperation Program	8,684,000
PREFACE	90,000 - 120,000 (annually)

The number of participants directly or indirectly served by ERDA programs was available only for fiscal year 1976 (all programs except PREFACE), and are listed in the following table.

TABLE 16

PARTICIPANTS SERVED BY ERDA'S
HIGHER EDUCATION PROGRAMS

Group	Total	College Faculty	Graduate	Under-Graduate	Other*
Black	293	37	8	112	147
Spanish speaking	80	10	13	15	42
Native American	14	4	2	1	7
Asian American	57	5	8	18	26
TOTAL	444	56	31	146	222
Total Participants	4,874				

*Other - workshops, institutes, contract visits, thesis parts.

The figures for ethnic participation in the PREFACE program were not available. The above table lists a cumulative total for fiscal year 1976 - a breakdown for individual programs and for previous years was not available.

As the above figures show, only 80 Spanish-speaking persons, out of a total of 4,874, were served by ERDA programs in 1976. This represents approximately one percent (1%) of the total, which reflects a very low participation. Latest (March 1977) Census figures show that this group represents an estimated 5.3% of the U.S. population. Clearly, Spanish-speaking persons are under-represented in ERDA programs. This is probably due to the fact that the only program (PREFACE) that has been designed to increase minority group members and women in the field of engineering sciences, receives approximately only nine percent (9%) of ERDA's education funds. Moreover, all other ERDA programs in effect bar a disproportionate number of Chicanos and Puerto Ricans, given the fact that few of these students achieve graduate, faculty, or outstanding academic levels, due to the reasons discussed earlier in this report. In addition, ERDA also identified several problems which may probably influence the underrepresentation of these two groups in their programs: (1) unclear program goals and objectives; (2) inadequate data base for program development decisions; (3) inadequate funds; and (4) staffing problems.

Specific information on Chicanos and Puerto Ricans was not available, with the exception of general information on one of the projects that ERDA supports in Puerto Rico: the operation of the Puerto Rico Nuclear Center/Puerto Rico Center for Environmental and Energy Research. An agreement was reached to transfer the nuclear center from the Government-owned Contractor-operated type of contract into direct ownership by the University of Puerto Rico. "This center offers a unique opportunity for development of education and training experiences and materials for Spanish-speaking minorities, both in the Commonwealth and stateside." No specific information was available on how many Puerto Ricans or Chicanos have participated or currently participate in this project.

Information made available by ERDA points to the facts that this agency: (1) does not have a specific policy to support Chicanos and Puerto Ricans in their higher education programs; (2) does not have a system to measure the participation of these two groups in their programs; (3) allocates considerably lower funding for the only program designed to support minorities; (4) has a marked overall underrepresentation (1%) of Hispanics in its programs; (5) has established qualifications for program participation that act as barriers for Chicanos and Puerto Ricans; (6) has problems with unclear program goals and objectives, as well as inadequate data base for program development decisions; and (7) identified only one project which may specifically support Puerto Ricans and other minorities in education and training.

The need for a specific policy to support Chicanos and Puerto Ricans in ERDA's higher education programs is clearly supported by the above findings. Once a firm policy is established, systematic

efforts should be directed to make a more equitable distribution of funds to increase the opportunity for participation of Chicanos, Puerto Ricans and other minorities; to define program goals and objectives more specifically so that they will include providing support for these two groups; and, to establish a systematic reporting/recording system in order to accurately measure the participation of these two groups. This last activity will probably also increase ERDA's data base so that program development decisions can be made on supporting Chicanos and Puerto Ricans and other minorities. This way, ERDA's efforts to increase the available labor pool in the field of energy will provide more equitable opportunities for these minority groups.

NATIONAL INSTITUTES OF HEALTH

"The mission of NIH is to improve the health of the American people. NIH conducts and supports biomedical research into the cause, prevention and cure of disease; supports research training and the development of research resources; and makes use of modern methods to communicate biomedical information."

A memorandum (June 1974) from the NIH Director to the Directors of the Institutes' Programs, assigned specific responsibility for the coordination of all existing or planned minority research and training support activities to the Associate Director for Extramural Research and Training. The purpose of this directive as to achieve central coordination of these activities, to provide for mutual development and review of the program plans, and to effect the exchange and feedback of program information. In order to achieve those objectives, specific procedures to be followed by the Directors were detailed.

NIH does not have a specific postsecondary education policy for Chicanos and Puerto Ricans. However, it does have another policy which indicates a strong support for minorities. A Civil Rights Program was established in December 1976, which places special emphasis on compliance by grantees and contractors, and provides for technical assistance and staff education as a means for facilitating compliance.

Three programs specifically address minority postsecondary education: (1) The Minority Biomedical Support Program; (2) The Minority Access to Research Careers Program; and (3) The Minority Hypertension Research Development Summer Program.

- o The Minority Biomedical Support Program (MBS) -- strengthen the biomedical science capabilities of minority institutions and to increase the involvement of minorities in health related research through funding of institutional programs. This program involves undergraduates, graduates, post doctoral students and faculty members in biomedical research and training, as well as summer enrichment programs, and other health research oriented activities.

Between 1972 and 1976, the MBS program supported 1,931 faculty members and 4,549 undergraduate and graduate students. Of the total number of students, 892 or 19.6% were Hispanic students. No additional breakdown was available to determine how many of these students were Chicanos and Puerto Ricans.

MBS identified several problems in different areas: (1) the minority institutions funded lack knowledge in managing research projects, even though NIH provides management assistance; (2) NIH has been charged five times with reverse discrimination since it started to fund minority programs; and (3) there is poor or little management direction or support at the institutional level

- o The Minority Access to Research Careers Program (MARC)-- is a minority institutional fellowship and traineeship program for faculties and students of those minority institutions interested in health related research. In order to insure a continuing pool of minority biomedical manpower, this program provides opportunities and financial support to highly qualified undergraduate minority students who intend to pursue the Ph.D. Degree in the biomedical sciences.

A total of 71 persons have participated in the MARC Program between 1972 and 1977, but no ethnic breakdown was available. Therefore, participation of Chicanos and Puerto Ricans in this program is unknown.

- o The Minority Hypertension Research Development Summer Program -- began in 1976. It seeks to (1) encourage the recruitment and development of minority investigators in specialized areas of research, prevention, control and education related to hypertension, and (2) stimulate hypertension research, prevention, control and education by offering minority faculty members and graduate students the opportunity to enhance their research capabilities in these areas.

No figures on actual expenditures and ethnic composition of participants are available for the MHRD program because it is a recent program; the first scheduled summer session was held in 1977. However, the general information available indicates the

following: twenty-two minority institutions will participate this summer in the program, involving a total of forty-four individuals (34 faculty members, and 10 graduate students). No additional information was available on the ethnic composition of this group of individuals.

The total budgetary allocations for these minority programs from 1972 through 1977 are as follows:

	<u>TOTAL</u>
Minority Biomedical Support Program	\$39.3 million
Minority Access to Research Careers Program	\$ 3.9 million
Minority Hypertension Research Development Summer Program	N/A

NIH was also granted the authority to distribute funds in the form of individual Fellowships and Institutional Awards under the National Research Service Awards Act. This legislation authorizes training at the pre-doctoral and post-doctoral level in areas of need identified by the National Academy of Science.

The following figures indicate NIH Research Training Support for individuals in all programs with the exception of the Minority Biomedical Support Program (no ethnic breakdown was available):

	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>1976 (estimate)</u>
Pre-doctoral students	9,699	9,133	7,148	7,195	5,403
Post-doctoral students	7,516	6,522	6,578	5,888	5,143

Although NIH does not have specific postsecondary education policies or programs for Chicanos and Puerto Ricans, it does show support for the involvement of minorities in general in NIH programs. This has been determined based on NIH's activities to create and support their programs for minorities.

However, the participation of Chicanos and Puerto Ricans in these programs cannot be determined since no records are kept on specific ethnic sub-groups which participate in, or benefit from, these programs. No information was made available as to the total higher education funding allocated by NIH. This makes it impossible to determine what level of effort is being assigned to support minorities.

Since NIH is already involved in providing opportunities for minorities to participate in the biomedical research area, this Institute should expand its efforts to include a systematic reporting/recording system that will allow officials to accurately determine which ethnic groups and subgroups are being served by these programs. In addition, on-site visits and surveys of MBS participating institutions should be conducted to: (1) specifically identify and resolve those factors causing poor or little management direction and support; and (2) identify the institutions' voids of knowledge in managing research projects so that NIH's management assistance efforts can better address this problem.

The issue of reverse discrimination lies on the U.S. Supreme Court's decision. However, NIH could include a statement in its applications to inform potential recipients, of the Institute's efforts to correct historical discrimination against minorities in the area of biomedical education. Although this statement does not guarantee the elimination of future discrimination charges, it may alleviate the problem.

Most important of all, NIH should generate a policy to specifically support the two largest groups of Spanish-speaking minorities in the U.S.: Chicanos and Puerto Ricans. Once the policy is established, funds can be allocated to specifically support these two groups in the Institute's higher education programs.

HEALTH RESOURCES ADMINISTRATION

"HRA is both concerned with, and has special responsibilities for, the general problems of health resources: the research aspects of improving the organization, delivery and financing of health care, the reduction of costs, the improvement of quality, and the achievement of equal opportunity for quality care for all Americans."

In 1973, HRA established the Office of Health Resources Opportunity (OHRO), which provides technical assistance, and serves as focal point for individuals, institutions, and organizations representing disadvantaged groups which seek ways to participate in HRA programs. This organization has a mandate to help obtain equal access to health careers, services, and training for the disadvantaged. Its goals are to spur, initiate, integrate, and support action that will reinforce efforts to mainline HRA programs toward improved access to health careers and services for the disadvantaged.

The Special Health Career Opportunity Grants Program, OHRO's largest program, offers grants to disadvantaged high school seniors and college students at the undergraduate level. The purpose of the program is to attract and retain minorities, primarily in health careers. The program began in 1972 with actual appropriations starting in 1973. Records on ethnic participation were not kept until 1976; previous to that year, the information was estimated.

TABLE 17

OHRO Spanish-Speaking Participants

<u>Year</u>	<u>Number of Programs</u>	<u>Spanish-Speaking Participants</u>
1973	50	3,510
1974	58	3,705
1975	62	3,900
1976	61	3,921

Programs are operated by universities, health centers or non-profit community organizations. Nationwide programs are available to disadvantaged students. The data on the participation of other ethnic groups in these programs is available, but figures for each ethnic group have to be calculated on a project-by-project basis for each region. However, this calculation would involve considerable HRA staff time and was not available for this study.

The Health Professions Educational Assistant Act of 1976 extended health manpower training authority through fiscal year 1980. HRA's special project grant and contract provisions are grouped into eight categorical programs and a general authority for other numerous programs:

TABLE 18
HRA Program Funding

Health Professions Special Programs	Appropriation Authorizations			
	1977	1978	1979	1980
Depts. of Family Medicine	-	\$10m	\$15m	\$20m
Family Medicine, General				
Dentistry	\$39m	\$45m	\$45m	\$50m
General Internal Medicine,				
General Pediatrics	\$10m	\$15m	\$20m	\$25m
Area Health Education Cts.	\$41.2m	\$20+m	\$30+m	\$40+m
Physician Assistants, Dental				
Auxiliaries, Dental Teams	-	\$25m	\$30m	\$35m
Assistance to Disadvantaged				
Students	-	\$20m	\$20m	\$20m
Transfers from Foreign				
Medical Schools	\$2m	\$2m	\$3m	\$4m
Occupational Health				
Training Centers	\$5m	\$5m	\$8m	\$10m
General Special Project				
Authority	-	\$25m	\$25m	\$25m

The Health Professions Educational Assistant Act also continued the support for allied health, public health, and health administration programs with purposes more specifically targeted.

TABLE 19
Allied Health Program Funding

Allied Health Programs	Appropriation Authorizations			
	1977	1978	1979	1980
Special Projects	\$26.8m	\$22m	\$24m	\$26m
Allied Health Traineeships	\$3.9m	\$4.5m	\$5m	\$5.5m
Assistance to Disadvantaged in Allied Health	\$0.1m	\$1m	\$1m	\$1m
Public Health and Health Administration				
Special Projects	\$6m	\$5m	\$5.5m	\$6m
Public Health Traineeships	\$9.9m	\$7.5m	\$8m	\$9m
Health Administration Grants	-	\$3.2m	\$3.5m	\$3.8m
Health Administration Traineeships	-	\$2.5m	\$2.5m	\$2.5m

Two other programs within HRA specifically address the post-secondary educational needs of minority students: (1) Assistance to Disadvantaged Students, and (2) Assistance to Disadvantaged in Allied Health.

- o Assistance to Disadvantaged Students (\$60 million - 1978-1980) - supports projects to recruit disadvantaged students into training for the health professions. Grants and contracts assist students from disadvantaged backgrounds by identifying such individuals, facilitating their admission into schools, providing counseling and preliminary education, and publicizing sources of financial aid.
- o Assistance to Disadvantaged in Allied Health (\$3 million - 1978-1980) - has authority for grants and contracts for full utilization of talent for allied health professions to assist in: (1) identifying, recruiting, and selecting individuals who are financially or otherwise disadvantaged but who have a potential for allied health professions education, (2) facilitating their entry into training, (3) providing counseling and other services, (4) providing preliminary education, and (5) publishing sources of financial aid.

Aside from these special programs, HRA provides grants and contracts through various divisions. The two divisions primarily involved with postsecondary education are the Bureau of Health Manpower and the Office of Health Resources Opportunity. In 1976 OHRO spent \$6.68 million on grants to increase educational access to minorities, and \$3.2 million on contracts, while the Bureau of Health Manpower spent \$4 million.

In addition, HRA provides postsecondary student assistance through several scholarships and loans:

- o The National Health Service Corps Scholarship - for medical, osteopathy, dentistry, nursing, and other health occupations students. Appropriations will increase from \$40 million in fiscal year 1977 to \$200 million in fiscal year 1980. Students receive monthly stipends (\$400) plus monies for tuition and other educational expenses.
- o Lister Hill Scholarships - for at least 10 medical students who agree to enter family practice in a health manpower shortage area. Students receive up to \$8,000 a year for a maximum of four years. Appropriations will be increased from \$80,000 in fiscal year 1977 to \$320,000 in fiscal year 1980.

- o Financial Need First-Year Scholarships (starting in fiscal year 1978) - for first-year health professions students of exceptional financial need. Scholarships will be equal in amount to NHSC scholarships but without a service obligation. Appropriations will increase from \$16 million in fiscal year 1978 to \$18 million in fiscal year 1980.
- o Insured Loans to Health Professions Students - federally insured loans for health professions and public health students for tuition and educational expenses. Appropriations for fiscal year 1978 are \$1.5 million plus such sums as necessary to help establish insurance fund and meet administrative costs. Appropriations for fiscal years 1979 and 1980 will be such sums as necessary for administrative costs.
- o Health Professions Students Loans (effective fiscal year 1978) - these loans will be limited to medical and osteopathy students of exceptional financial need. Students may borrow the cost of tuition and \$2,500 a year with an interest rate of 7%. Appropriations will be reduced from \$39.1 million in 1977 to \$28 million in fiscal year 1980.

Approximately over half a million (528,406) students in the health professions have benefited from HRA's student assistance programs from 1972-1976. Of these, 354,443 students acquired loans and 173,963 were awarded scholarships. Records on student loans and scholarships are kept by health career categories (e.g., medicine, pharmacy, veterinary, etc.), not by income or ethnic breakdown. Therefore, accurate complete numbers of Chicano and Puerto Rican student participation in these and other HRA postsecondary education programs were not available, with the exception of SHCOG's program participants. In other words, no official system has been established to accurately measure the participation of Chicanos and Puerto Ricans or other minorities in HRA's programs.

In summary, although HRA does not have an agency-wide post-secondary education policy or program specifically for Chicanos and Puerto Ricans, efforts are being made to bring these two groups, along with other minorities, into the health careers. An example of HRA's commitment to increase the number of Puerto Ricans, Chicanos, and other Hispanics in the health professions is the SHCOG program conducted by ASPIRA in New York City. As a result of OHRO funding, ASPIRA placed 41 students in medical health institutions, 17 were admitted to allied health training, 13 to vocational/technical schools, and 39 participated in pre-medical summer programs for minorities. Another example is the Inter-Regional Conferences sponsored by OHRO for Hispanics with the purpose of identifying health problems of the Hispanic community in an attempt to alleviate these problems through action programs and an advocacy role by OHRO.

Since HRA is already making concrete efforts to support minorities through education in the health care area, the major void existing at this time is the establishment of a central reporting/recording system on the participation of Chicanos, Puerto Ricans, and other minorities in this agency's programs. By keeping complete, accurate records on how many and which minority groups are participating in these programs, HRA will be able to determine how effective their efforts are in supporting different minority groups and subgroups in their higher education programs.

HOUSING AND URBAN DEVELOPMENT

"HUD's primary purpose is to administer the principal programs which provide assistance for housing and for the development of the Nation's communities."

At the present time HUD has no specific postsecondary education policy for Chicanos and Puerto Ricans, nor a general postsecondary education policy. However, it was reported that the office of Community Planning and Development is now in the process of drafting an educational policy for the Department. No additional information was provided on this policy being generated.

HUD currently has two programs which may be indirectly involved with postsecondary education: (1) the Comprehensive Planning Assistance Program, and (2) the Community Development Block Grant Program. A third program within the Comprehensive Planning Assistance Program directly deals with postsecondary education: the Work Study Program.

- o Comprehensive Planning Assistance Program (CPA) -- provides grant assistance to State and local governments and areawide multijurisdictional organizations to encourage their officials to improve executive planning, decision-making and management capabilities, and implement plans developed by planning organizations; and encourages community planning and management as a continuous process. This program does not specifically deal with degree-granting postsecondary education programs. Education may occur incidentally in the process of providing the previously listed areas of assistance.

Information on the postsecondary education programs funded by the CPA program, or the number or ethnic composition of program participants was not made available for this study.

- o The Work Study Program -- requires students to be enrolled in full-time graduate study while receiving practical experience in the public sector on the areas of planning and management. Its main objective is to train minority group members in urban planning and urban management. This program has four components: (1) work element which offers students practical experience in the public sector on planning and management areas; (2) the study element, requiring students to be enrolled in the equivalent of full-time graduate study in planning, public management, or in the field of study directly related to planning

and management; (3) the coordination element, consisting of a work-study coordinating Committee between students, educational institutions and the grantee; and (4) the evaluation element, to include the adequacy of the overall project management.

From 1972-1976 over three thousand (3,078) persons received WSP funds. Of these, 475 (approximately 15%) were Spanish-speaking participants. Although records are kept on the ethnicity of participants, data must be gathered from each region on a project-by-project basis. The total number of Spanish-speaking participants was the only figure provided due to the HUD staff time that would be needed in calculating the ethnic breakdown of participants for all projects. Specific amounts funded were not identified for any ethnic group.

HUD reported that this program has several on-going problems which, at the time of this study, remained unresolved. First, there exists poor communication between local agencies and universities, and between the institutions and the students, in regard to how the program operates. Second, there is a lack of understanding from potential recipients as to the difference between minority and low income. Third, there is minimal or poor program information dissemination. Fourth, the attrition rate has apparently increased, but this cannot be accurately determined until evaluation (in progress) results are received. In addition to these problems, no official system has been established to specifically measure the participation of Chicanos and Puerto Ricans in this program.

- o The Community Development Block Grant Program (CDBG) -- concerned with the development of viable urban communities, by providing decent housing and expanding economic opportunities through the elimination of slums and blight and increasing the supply of low and moderate income housing. A community may use funds received in ways similar to those under earlier community development or categorical grant programs. A community decides its priorities, and if formal educational training in the area of housing is determined to be a priority, then the community may fund this. However, this type of education is usually not the focus of the Community Block Development Grant Program. Providing social services and training to the urban poor in the housing areas, are HUD's primary focus.

No information was available on postsecondary education programs funded by the CDBG program, nor numbers or ethnic composition of program participants.

The total overall program appropriations include:

	<u>TOTAL</u>	<u>PERCENTAGE</u>
Comprehensive Planning Assistance Program (1972-1977)	512,500,000	5.6
Work Study Program (1972-1976)	15,304,884	0.1
Community Development Block Grant (1975-1977)	8,600,000,000	94.2
Total	9,127,804,884	

Discretionary funds are available in the Community Development Block Grant Program. These funds are not used specifically for education. Local jurisdictions distribute the funds based on their specific needs. Funds could be diverted to Chicanos and Puerto Rican postsecondary education needs, if such needs were documented and justified. However, one of the officials interviewed stated that HUD could not target monies to any specific group(s) because it is against civil rights laws to do so.

HUD is authorized by Congress to administer postsecondary education programs. However, during the Nixon administration, two major postsecondary education programs that significantly served Chicanos and Puerto Ricans were eliminated: the Community Development Training Program (which benefited a large part of the Puerto Rican community in New York and Puerto Rico) and the Urban Fellowship Program (which provided graduate fellowships, with approximately 20% of the participants being Chicanos and Puerto Ricans). No additional information or figures were readily available on these two programs.

The information provided by HUD reflects that although postsecondary education is not a top priority within the Department, direct involvement in this area is being carried out through the Work Study Program. Other postsecondary education efforts through the CPA and CDBG programs are incidental and minimal.

According to the percentage (approximately 15%) of Spanish-speaking participants in the Work Study Program we may assume that many Chicanos and Puerto Ricans are being served by this program. However, this remains an assumption since no further breakdown of ethnic sub-groups within Spanish-speaking is recorded.

It is interesting to note that, although this is the only HUD educational Program which can provide meaningful support to economically disadvantaged Puerto Ricans and Chicanos in higher education, it has the lowest level of appropriations: one tenth of one percent (0.1%) This and the fact that "the Community Development Training Program and the Urban Fellowship Program (which provided substantial support to these students), have not been re-established, points to HUD's weak commitment to support Chicanos and Puerto Ricans in higher education. This statement is also supported by the Department's lack of a policy to support these two groups in their educational efforts, and by the lack of a recording/reporting system that will help agency officials determine if these two groups are participating in, and benefiting from the CWS program.

In order to address these deficiencies, HUD should develop a firm policy to support Chicanos and Puerto Ricans in all present and future higher education programs. Efforts should be directed towards re-establishing the CDTP and UFP programs, and to increasing the funding level for HUD's educational programs, so that opportunities for participation are broadened for Chicanos, Puerto Ricans, and other minorities. In addition, an official reporting/recording system should be established to accurately measure which minority groups and subgroups are being served by, and benefit from, these programs.

HUD should also make special efforts to improve communications with institutions, local agencies, and students participating in the Work Study Program. On-site visits and surveys should be conducted to identify the causes of these problems, as well as the causes for the increased attrition rates. In addition, funds should be allocated to develop an effective program information dissemination plan which will focus on reaching all students, including all minority groups. The information disseminated should be easy to read and understand, and bilingual, so that potential program recipients can fully understand the program. Lastly, a special effort should be made to inform program officials of the corrective nature of civil rights laws.

DEPARTMENT OF JUSTICE

"The Department of Justice serves as counsel for citizens of the United States. It represents them in enforcing the law in the public interest. Through its thousands of lawyers, investigators, and agents, the Department plays the key role in protection against criminals and subversion, in ensuring healthy competition of business in our free enterprise system, in safeguarding the consumer, and in enforcing drug, immigration and naturalization laws."

The Law Enforcement Assistance Administration (LEAA), a major division within the Department, assists State and local governments in strengthening and improving law enforcement and criminal justice. LEAA provides assistance for training, education, research and development to improve law enforcement and criminal justice. The Office of Criminal Justice Education and Training within LEAA has responsibility for the administration of the major post-secondary education programs in the Department of Justice.

- o The Law Enforcement Education Program (LEEP) -- provides financial assistance for higher education which will contribute to the development of human resources needed by the criminal justice system to reduce crime and delinquency.
- o Internship Program -- promotes an interest in criminal justice as a career for students pursuing a related curriculum to assist criminal justice agencies with their recruiting agencies and to reinforce academic concepts through practical work experience.
- o Graduate Research Fellowship Program -- provides a limited number of fellowships which are awarded to doctoral candidates through sponsoring universities to support students engaged in writing doctoral dissertations in the area of criminal justice.
- o Educational Development Grants -- provides financial and technical support for projects that are innovative in character, have the potential for national impact and are adaptable for use by other educational institutions.

In addition, two training programs are authorized by PL 90-351, the Omnibus and Safe Streets Act of 1968 As Amended, and administered by LEAA. One is available under section 402 and seeks to upgrade local level law enforcement policy and procedures. The other program under section 407 provides State and local prosecutors with training to upgrade policy and procedures in dealing with organized crime.

The current budget appropriations for education assistance and special training programs is \$44.3 million, broken down as follows:

Law Enforcement Education Program	\$ 40,000,000
Internship Program	300,000
Educational Development Grants	500,000
Training 402 (State and local level)	3,250,000
Training 407 (prosecution)	250,000
Total	\$ 44,300,000

An additional \$250,000 was allocated from the National Institute of Law Enforcement and Criminal Justice to support the Graduate Research Fellowship Program.

The total amount spent for Education Assistance and Special Training Programs from 1972 through 1977 was \$293,650,000. The total appropriations for each were as follows:

<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>1976</u>
\$31,000,000	\$45,000,000	\$45,000,000	\$44,500,000	\$43,250,000
<u>transitional quarter</u>	<u>1977</u>			
\$40,600,000	\$44,300,000			

LEAA identified one major problem which, in our opinion, has major significance in terms of providing equal opportunity for Chicanos, Puerto Ricans, and other minorities to participate in, and benefit from DOJ's higher education programs. Qualifications for participation in these programs are not based on financial need, but on pre-established priorities. That is, LEAA has established a list of priorities in terms of specific areas that need to be addressed in their higher education programs. Monies are allocated for each of these priorities in a hierarchical fashion, with those lower priorities receiving minimum or no monies when the funds are exhausted. On the face of it, this procedure does not appear to be problematic, except that minorities have been added recently to this priority list, and therefore occupies the bottom rung in the hierarchy. Since funding follows priorities and minorities are last, it is likely that monies will be expended before the lowest priority item is assessed for funding.

This practice is probably influenced by the fact that DOJ has no specific higher education policy, allocation of funds, nor programs targetted for the higher education needs of Chicanos and Puerto Ricans in the field of criminal justice. It was reported by one of the interviewees that DOJ's Administrator wrote a memo to all DOJ officials and staff which addressed the needs of Hispanics in general in the criminal justice field. However, this document was never produced for this survey in spite of frequent personal and telephone requests.

Documentation made available for this study shows that one minority group has been identified as a target group for some of LEAA's postsecondary education programs: Blacks. Over \$27 million (\$27,297,306) have been expended from 1969-1977 to help bring in Blacks into the criminal justice system through various programs or grants: LEEP (1969-1977) - \$24,968,270; Educational Development Grants (1975-1977) - \$1,382,300; Howard University - \$436,000; regional grants to black educational institutions - \$194,119; and Positive Futures, a program designed to attract and provide support to Black students in criminal justice education. Even though this minority group has been identified as a target group, two of DOJ's officials stated that targetting programs for any group was contradictory to civil rights laws.

The rationale for targeting programs specifically for this group and not for Chicanos and Puerto Ricans, was explained by the apparent lack of substantive data at LEAA to support and/or justify program targetting for these two groups. The participation of Chicanos and Puerto Ricans in LEAA's postsecondary education programs is not known, since the agency keeps records on amounts funded for programs, without ethnic breakdown of recipients. No specific policy has been generated to meet the higher education needs of Chicanos and Puerto Ricans in the criminal justice field. However, the Administrator of DOJ does have a Special Assistant addressing the needs of minorities and women. This person attempted to survey all programs within LEAA to determine compliance with the above mentioned memorandum sent by the Administrator which addressed the needs of Hispanics in the criminal justice field. Responses to this survey would have been helpful to determine the level of funding necessary to serve the Hispanic population in education and training for the next fiscal year (1978). Only one program manager responded to the survey. Although the minimal response was influenced by the change of administration and agency re-organization lack of follow-up from the administration, as well as from the program managers reflects the low priority level in which Hispanic needs and concerns are placed in the Department.

The Director of the Office of Criminal Justice Education and Training did demonstrate a marked interest in generating positive movement to strengthen the current weak position which the agency has towards supporting the higher education needs of Chicanos and Puerto Ricans in the field of criminal justice. Actualization of this statement of interest, through the generation of policy and the implementation of programs for Chicanos and Puerto Ricans, is still in the future.

Although the administration at DOJ has demonstrated a concern for the needs of Hispanics in the criminal justice field, no efforts have been made to specifically support Chicanos and Puerto Ricans in DOJ's postsecondary education programs. The lack of higher education policy, programs, and funds to support these two groups in the criminal justice field are evident in the information provided for this study. Given the fact that, in addition to these voids, no records are kept on the ethnicity of program participants and no system has been established to assess program

impact on these students, it is impossible to determine if Chicanos and Puerto Ricans are participating in, or benefitting from, DOJ's higher education programs. The system being utilized to allocate funds further aggravates the situation since such a system limits even more the higher education opportunities of these two groups by limiting possible options to participate in DOJ's programs.

In order to correct these deficiencies, DOJ should introduce another funding system which will allow for a more equitable distribution of monies among the areas they want to address in higher education. Funding should be allocated for a study on Hispanic persons in the criminal justice system. This study should include Hispanic offenders, as well as those involved in administering criminal justice, and those being educated and trained to work in the systems. A study of this nature will provide sufficient data base for program development decisions by pointing out deficiencies in the education and delivery areas.

A specific policy should be generated to provide support for Chicanos and Puerto Ricans so that monies can be allocated for programs that will support these two groups in higher education in the criminal justice field. Also, a special effort should be made to inform officials of the nature of civil rights laws. In addition, a statistical reporting and recording system should be implemented to accurately measure the participation of Chicanos and Puerto Ricans in their higher education programs.

DEPARTMENT OF LABOR

"The purpose of the Department of Labor is to foster, promote and develop the welfare of the wage earners of the United States, to improve their working conditions, and to advance their opportunities for profitable employment. In carrying out this mission, the Department administers more than 130 Federal labor laws guaranteeing workers' rights to safe and healthful working conditions, a minimum hourly wage and overtime pay, freedom from employment discrimination, unemployment insurance, and workers' compensation. The Department also protects workers' pension rights; sponsors job training programs; helps workers find jobs; works to strengthen free collective bargaining; and keeps track of changes in employment, prices, and other national economic measures. As the Department seeks to assist all Americans who need and want to work, special efforts are made to meet the unique job market problems of older workers, youths, minority group members, women, the handicapped, and other groups."

The Office of National Programs reported that DOL does not have any policy or program specifically formulated to address the post-secondary education needs of Chicanos and Puerto Ricans.

In March 1977 DOL released a grant announcement for "conceptual research on labor market problems and issues concerning Hispanic Americans." Among the suggested areas of investigation, the following were included: (1) What are the effects of schooling and training on the employment status and earning of Hispanic Groups, including the employment outcome experiences of Hispanic college graduates in comparison with other groups? (2) Do labor market institutions (schools, public and private employers and agencies, etc.) ignore important elements of Hispanic culture, and if so, are there adverse impacts on Hispanic job success? (3) Are State Employment Service agencies and local CETA program sponsors succeeding or failing in providing services to Hispanics? These and other suggested areas of investigation reflect DOL's concern for the employability of the Hispanic population, and their acknowledgement that education is key to increasing the probability of employment.

The Employment and Training Administration (ETA) has been established to implement DOL's responsibilities to conduct certain work experience and work training programs, and for funding and overseeing programs conducted under the provisions of the Comprehensive Employment and Training Act of 1973 (CETA), among other responsibilities. The Office of Comprehensive Employment Development Program (OCED) within ETA is responsible for developing and improving nationwide work and training programs and delivery systems, to provide opportunities for disadvantaged, underemployed, and unemployed persons. OCED has major responsibility for implementation of CETA and Work Incentive Programs (WIN).

CETA funds a diversity of work and training programs, some of which include educational activities, although not necessarily postsecondary education:

- o Comprehensive Manpower Services (Title I) -- this program is primarily for blue collar/vocational training. It provides financial assistance to State and local governments for comprehensive manpower services. Among the purposes for which funds may be used are: recruitment, orientation, counseling, testing, placement, and followup services; classroom instruction in occupational skills and other job-related training, such as basic education; on-the-job training by public and private employers; allowances for persons in training; supportive services such as necessary medical care, child care, and help in obtaining bonding needed for employment; and transitional public employment programs.

The selection and array of manpower services provided under this broad umbrella are up to local and State governments acting as prime sponsors. A Sponsor may choose to continue funding existing programs of demonstrated effectiveness or others which she/he feels are effective. In some particular infrequent cases college tuition assistance is provided to some individuals, but there is no way to retrieve this information. Groups to be served encompass the entire spectrum of the disadvantaged, unemployed, and underemployed. Programs may be developed for both in-school and out-of-school youth, older workers, members of minority groups and others encountering special labor market adjustment.

- o Public Employment Programs (Title II) -- provides for programs of transitional public service employment in areas with 6.5 percent or more unemployment rate for three consecutive months. This program is designed to serve persons who have been unemployed at least 30 days. Sponsors are to design programs which will develop new careers, open opportunities for career advancement, and enable people in the program to move into other public or private employment. The prime sponsor may also use title II funds to provide training and supportive services to individuals. According to the former Special Assistant to the Deputy Assistant Secretary, no postsecondary education efforts are carried out under this program.
- o Emergency Job Programs (Title VI) -- provide financial assistance for the purpose of providing temporary public service employment for unemployed and underemployed persons, with preferred consideration being given to the unemployed. When feasible, such persons may receive related training and services. No postsecondary education efforts are carried out under this program.

- o National Programs (Special Federal Responsibilities- Title III) -- funds are used to provide additional manpower services as authorized under Title I and II to segments of the population that are in particular need of such services, including youth offenders, persons of limited English-speaking ability, older workers, Indians and migrant and seasonal farmworkers. These program are as follows:

1. National On-The-Job Training Program - designed to give job skills to the unemployed underemployed, with emphasis on training the disadvantaged and Vietnam-era veterans. Contracts are made with organizations that operate on a nationwide or multiregional basis, such as trade associations, national or international labor unions, and industrial corporations. No postsecondary education is involved in this program.
2. Combined Apprenticeship and Journeyman Outreach Program -- designed to recruit, motivate, and guide primarily minority youth toward entrance into apprenticeship programs operated by labor and management, mainly in the construction trades. Applicants are recruited through local State employment service offices, Apprenticeship Information Centers, and community-action social service agencies. No postsecondary education is involved in this program.
3. National Older Worker Program -- provides work experience and training for adults with poor employment prospects. Designed for rural areas and towns, projects concentrate on work experience and training activities that will improve and beautify communities and those low-income areas where the projects take place. No postsecondary education is involved in this program.
4. National Migrant Worker Program -- provides a broad spectrum of employment training and supportive services to migrant and seasonal farmworkers, to help provide them with year-round employment, provide them with skills that may enable them to leave the migrant stream and enter into full time employment, and to improve their conditions of work.

The Chief of the Division of Farmworkers Program reported that two educational programs are administered by NMWP: the High School Equivalency Program (HEP), and the College Assistance Migrant Program (CAMP). Neither of these two programs is for minority groups, but for farm workers. Since the majority of farm workers are minorities of which Chicanos and Puerto Ricans represent the largest percentage, these programs have an indirect impact on these groups.

- a) HEP conceived in 1967 to provide migrant farmworkers between 17 and 23 years of age with a high school education and to place them in jobs or higher educational institutions, HEP has set up a series of projects at universities across the country where migrant farmworkers youths may pursue their high school education in the college environment, removed from the stigmas they might face in public schools. To complete the course, the HEP student must qualify on the General Educational Development (GED) examination. The length of time required varies with the individual, depending on the amount of previous education and general aptitude.

The data available indicate that Federal assistance to migrant workers is affecting an increase in the upward mobility of the younger aged migratory agricultural population. Those who complete their high school education through HEP are now being placed in non-agricultural professions or in colleges, whereas without this type of assistance they would most likely have remained in the fields. One clear indicator of expanding upward mobility is the fact that some 33 percent of all HEP graduates go on to college. Furthermore, there are increasingly larger numbers of migrant worker children who complete a public school education and choose to pursue a college education.

- b) CAMP - this is a comprehensive program of supportive services for migrant students designed not only to increase their opportunities to attend college, but especially to help them remain in school and earn their degrees. To this end, CAMP provides the migrant student with tutoring, counseling, summer sessions, specially adapted curricula and testing procedures, and liaison with community services.

The concept behind CAMP is that the combination of all these special services in a single program maximizes their effectiveness. The better the coordination among recruitment, remedial tutoring, counseling, and specialized curricula, the more cohesive the education and college life of the individual student. Thus, each CAMP project is a self-contained unit of supportive services within a university system and under the guidance of a single Project Director who oversees the entire range of activities for migrant worker students. In essence, CAMP serves as a supportive unit on whom the migrant student may depend during this most difficult period of adjustment to the competitive environment of a higher education institution.

At the same time, this program is an integral part of the host institution. CAMP is a means of assisting a university to focus special attention on a particular group of disadvantaged students to help them compete in the regular university system, more general attention is drawn to the special needs of disadvantaged migrant students, and methods of coping with their problems are worked out and administered in conjunction with the host institution's total program.

Information on the number of Chicano and Puerto Rican participants on these two programs was not made available for this study. This information is recorded by participating institutions and reported to the program office. However, the Chief of the Special Projects Unit stated that major difficulties exist in the reporting/recording of this information. Many institutions report incomplete inaccurate information and when forms are processed by the computer, the computer "throws them out." Therefore, accurate information on program participants, is not available. However, incomplete cumulative figures show that Spanish Americans comprise the highest number of enrollees in both programs. At the present time, fourteen post-secondary education institutions (one in Puerto Rico) sponsor HEP, and four sponsor CAMP. No information was made available on the funding level nor percentages allocated to Hispanics, Chicanos, Puerto Ricans, or other minority groups.

5. National Indian and Native American Program - provides job training and employment opportunities for economically disadvantaged, unemployed, and underemployed Indians and others of Native American descent; and assures that such training and other services lead to maximum employment and opportunities and enhanced self-sufficiency. Prime sponsors make the final decision as to the types of activities for which funds will be expended within benchmark limitations.

6. Job Corps (Title IV) - this is a training program which offers comprehensive development for disadvantaged youth through centers with the unique features of residential facilities for all or most enrollees. Its purpose is to prepare these youth for the responsibilities of citizenship and to increase their employability by providing them with education, vocational training, and useful work experience in rural, urban, or inner-city centers. State employment services and private, nonprofit organizations provide assistance to enrollees in locating jobs after completion of training.

In 1976 the Office of National Programs appropriated \$5 million on a one-time-only funding basis for vocational education at community and junior colleges for the National Program for Persons of Limited English Speaking Ability. No information was made available on the number of Chicanos and Puerto Ricans served

by this program. The total appropriations for the Office of National Programs for FY 1977 consist of \$63.2 million for migrant and farm workers programs, \$50.5 million for Indian programs, and \$83.2 million for other national programs.

In addition to the above programs, CETA (section 311) authorized ETA to designate funds for research and development proposals on the area of manpower, employment and training problems, CETA provisions authorize grants and contracts, doctoral dissertation grants, and small grant research projects. The Office of Research and Development has awarded grants on a functional basis, rather than on the basis of ethnic identification. A total of \$14.2 million were budgeted for FY 1977, as follows:

- \$ 100,000 - small grant research projects
- 400,000 - doctoral dissertation grants
- 1,400,000 - institutional grants (colleges)
- 11,000,000 - CETA contracts and grants (research and development under Title III to educational and private institutions)
- 1,300,000 - HEW/WIN transfer (research aspect of training)

These research grant programs are as follows:

- o Manpower Research Institutional Grant Program - created centers at universities for conducting research as well as the training of specialists for the manpower field. Although no current figures were made available of cumulative number of students participating in this program, it is estimated that through June 1972 at least 1,000 students participated. In addition about 400 received substantive financial support. Institutional grants award an average of nine or ten grants of which three go to minority institutions. The purpose of these grants is to attract students to the manpower area. This year one of those grants was awarded to a Spanish-speaking institution: Pan American University in Texas. The number of Chicano or Puerto Rican students benefiting from this and other institutional grants was not made available for this study. However, given the geographical location of Pan American University it may be assumed that Chicano students were served by the institutional grant program.
- o Small Grants Program - awarded to established researchers interested in conducting exploratory or feasibility studies which may be preliminary to larger undertakings. No information was made available for this study on the participation of Chicanos and Puerto Ricans in this program.

- o Doctoral Dissertation Grant Program - awards grants for doctoral and postdoctoral students writing these or doing research on manpower related areas. One year awards of up to \$10,000 are made to the school for the use of the candidate. Funds are available for stipends, allowances for dependents, secretarial and clerical assistance, travel, materials and supplies, communication services, and computer usage. The university may also receive indirect costs and an allowance for tuition and fees up to \$3,000.

Information available on the participants of this program is available only by participants' names and amount funded. No records are kept on ethnic breakdown. Therefore, an accurate count of participating Chicanos and Puerto Ricans, or Hispanics in general, is not available.

In addition to the programs previously described, DOL also administers the Work Incentive Program (WIN) jointly with DHEW. This program is authorized by the Social Security Amendments of 1967 and 1971 and is designed to train and place into productive employment potentially employable members of families receiving Aid to Families with Dependent Children. Registrants, according to their abilities and needs, receive a variety of services, including actual employment experience through public employment and OJT as well as through existing employment training programs or WIN-funded activities designed to prepare them for permanent jobs. Primary emphasis is on placement of those registrants who are already employable or who need minimal services to become employable.

Information obtained from the Department of Labor was very fragmented. Special efforts were made to prepare a comprehensive picture of the Department's involvement in postsecondary education.

DOL's educational thrust is on manpower training rather than degree-oriented postsecondary education. However, through the HEP, CAMP, and research grants programs, DOL provides substantial financial support as well as supportive services to a large number of students who are entering or who are enrolled in postsecondary education. The number of Chicano and Puerto Rican students being served by these programs cannot be determined since no accurate records are available. At the present time, DOL does not have any policy or program specifically formulated to address the higher education needs of Chicanos and Puerto Ricans.

Two of this Department's missions are to advance opportunities for profitable employment and to meet the unique job market problems of minority group members (among other groups). Since the Department does provide higher educational opportunities, it could put forth a strong effort to promote the higher education needs of Chicanos and Puerto Ricans, as has been done with the American Indians.

(The office of National Programs in 1977 appropriated almost 24% of its funds for Indian Programs that provide training opportunities (among other things), to assure that this training leads to maximum employment opportunities and enhanced self-esteem).

Since a large number of the participants in the HEP and CAMP Programs are Hispanics, and since the ethnic information of these participants is reported to the Department, the only missing ingredients are: (1) a firm, clear policy that will support Chicanos and Puerto Ricans in these programs; (2) a revision of the reporting system so that it is uniform and complete (this will probably involve providing some training to the participating institutions); and (3) implementation of a systematic way to assess program impact on participating Chicano and Puerto Rican students.

Similar to CSA, DOL has to reassess its stance on demonstration programs. The fact that vocational education program at community colleges for persons of limited English speaking ability was funded for only one year leaves room to question how solid is DOL's commitment to support this group and to advance their opportunities for education and employment. As we stated earlier, to fund such a program without the expectation and planning of funding past the pilot period does a serious injustice and disservice to all those involved, especially program recipients.

NATIONAL SCIENCE FOUNDATION

"NSF promotes the progress of science through the support of research and education in the sciences. Its educational programs are aimed at ensuring increasing understanding in science in all educational levels and an adequate supply of scientists and engineers to meet our country's needs."

The National Science Foundation has no specific post-secondary education policy for Chicanos and Puerto Ricans. In September 1974, NSF's policy-making body, the National Science Board, adopted a resolution to initiate an intensive search for qualified women, members of minority groups, and handicapped individuals to fill executive level positions. The NSF held a conference in January 1977 with representatives of groups involved in seeking greater recognition of the scientific and technical capabilities of minorities. The purpose of this conference was to discuss issues and problems of minority representation in the field of science and engineering, and to present probable solutions to these problems. Information obtained from this conference was utilized to support NSF's Minority Centers for Graduate Education Program before a Congressional hearing.

A key statement was presented by Dr. Harvey Averch, NSF's Assistant Director for Science Education, in February 1977, before the House of Representatives Subcommittee on Science, Research and Technology for authorization hearings on Minority Graduate Centers. In this statement, the problem of underrepresentation of minorities in science and engineering was strongly put forth. Educational and enrollment flow patterns of minority students in science and engineering showed that Blacks, Native-Americans, Chicanos, and Puerto Ricans currently represent only 3.5% of students enrolled in, and graduated in, these fields. Puerto Ricans and Chicanos are more underrepresented than Blacks in these programs. This statement made by Dr. Averch also discussed NSF's commitment to address three major problems: talent identification, conservation of talent within the science education system, and increasing the educational resources available for the training of minority scientists and engineers.

Five NSF programs have direct involvement with postsecondary education for minorities:

- o Minorities, Women, and the Physically Handicapped in Science Program - since 1974, has given special attention to the problem of underrepresentation of minorities among those seeking careers in the sciences. This program provides educational experience in the summer between the high school junior and senior years, and for college students. Students work directly with scientists as assistants in university laboratories. This program seeks to introduce students to the science and technology field. Other activities in this program have been studies and a number of experimental projects to attempt to identify barriers to scientific careers among these groups and the ways in which barriers might be overcome. As a part of this activity, systematic attention has been given to the identification and conservation of talent among secondary school and undergraduate students. For the period FY 1974 to FY 1976, \$1,481,000 was directed to minorities in this program. No information was available as to what amounts were funded to Chicanos and Puerto Ricans, specifically.
- o Research Initiation in Minority Institutions Program - supports research by faculty members from institutions of higher education whose enrollments are predominantly composed of Black, Native American, Spanish speaking or other ethnic minorities. Funding for this program in the period FY 1973 to FY 1976 was \$4,495,000. This program has been administered using funds set aside from NSF's three basic research directorates.
- o Minority Institutions Science Improvement Program (MISIP) - is an undergraduate program, designed to improve science teaching and research capabilities in institutions with a predominance of minority students. This program was initially planned to directly aid the improvement of science instruction in the approximately 100 institutions which had historically served Black undergraduate students. This plan was accepted by the Congress to be part of the NSF's FY 1972 Science Education Improvement Program Activity. MISIP eligibility has been extended from historically Black colleges to include all institutions serving predominantly minority enrollments. There are now about 212 eligible institutions, both two-year and four-year, and 87 have received awards through FY 1976 totaling \$24,590,000.

- o Minority Institutions Graduate Traineeships Program (MIGTP) - initiated in 1974, provides support to historically minority institutions having graduate level training in the sciences. Funds in the amount of \$700,000 were obligated in 1974 to provide three-year support for graduate students in the sciences in these institutions. This program will again be funded in FY 1977 in the amount of \$900,000 and is expected to be continued in FY 1978.
- o Minority Centers for Graduate Education Program (MCGEP) - this program seeks to build graduate science capabilities in predominantly minority institutions located in areas of high minority concentration. The purpose of these centers is to assist in providing minorities easier access to quality science training, and to attract a substantial number of minority students and faculty who would have the opportunity to work together. This effort is being made to increase minority representation in science and engineering careers. The current FY plan obligated \$800,000 for this program and has estimated \$1 million for FY 1978.
- o Minority Graduate Scholars Program - authorized by the NSF FY 1978 House Authorization Bill (H.R. 4991) is a new \$1.5 million program which would permit minority graduate students in science to attend the graduate school of their choice. The actual level of funding cannot be determined until Congress has completed action on NSF's 1978 authorization and appropriation bills.

The National Science Foundation also funds other programs for which minority group members are eligible to participate in and receive awards, although these programs are not particularly designed for minorities. The programs are:

(1) Fellowships and Traineeships - graduate Fellowships, National Needs Traineeships, National Needs Post-Doctoral Fellowships, and the MIGT program described earlier; (2) Undergraduate Research Participation; (3) Student Oriented Studies; (4) College Faculty Short Courses; (5) Science Faculty Professional Development; (6) Comprehensive Assistance to Undergraduates in Science Education; (7) Instructional Scientific Equipment Program; (8) Local Course Improvement Program; (9) Research Initiation and Support; (10) Research in Science Education; and, (11) Development in Science Education.

Current allocations (1978 Budget estimate) for all of NSF post-secondary education programs are \$61.3 million, of which \$8.8 million (14.3%) have been allocated for the MIGTP, MISIP, MWPHSP, and MCGEP minority higher education programs. In addition, other activities in other NSF manpower and resources development programs are being oriented toward minority students. In this statement to the House of Representatives Subcommittee, the Assistant Director for Science Education estimated that "the total support for minorities from these (manpower and resources development) programs will be about one million dollars" (in FY 1978).

According to a memo prepared for this study, "program names, design, and focus, change from year to year making cross-year comparisons difficult.... Our principal minority-related program is an institutional program (MISIP) for which data on individuals is meaningless."

Program participants by specific ethnic groups were not identified since this information is not reported nor recorded. The participation of Chicanos and Puerto Ricans, or Hispanics in general, cannot be determined. However, since some of the institutions funded are located in geographical areas with large populations of these groups (Puerto Rico, Southwestern and Northeastern states), it may be assumed that these groups participate in, and benefit from, these programs. This remains an assumption since no records are available to substantiate it.

The NSF has shown a marked intent to increase the supply of minority scientists and engineers by establishing programs during the first half of the 1970's to accomplish this objective. However, the statement made by Dr. Averch before a Congressional subcommittee early in 1977 presented the fact that minorities represent only 3.5% of students enrolled in, and graduated in, these fields. Chicanos and Puerto Ricans were among the lowest groups represented in these fields. In his address to the House of Representatives Dr. Averch also stated the NSF's commitment to bring minorities into the science and engineering fields:

From time to time, I am questioned about the Foundation's resolution or commitment to minority science education. I believe that resolution is firm and clear... this mission must receive increasing priority. This priority has been reaffirmed by the National Science Board, the Director, and by the Science Education Directorate.

However, even though the NSF has recognized that Chicanos and Puerto Ricans are markedly underrepresented in the science and engineering fields, no special efforts, policy or programs, have been created to specifically address the postsecondary education needs of these two groups.

The NSF has established an Advisory Committee on Minority Programs in Science Education which has direct responsibility for addressing minority issues through NSF programs. Given the fact that it has been established by the Foundation that Chicanos and Puerto Ricans are severely underrepresented in the science and engineering fields, this Advisory Committee should present a proposal to the National Science Board so that a specific policy will be created to support these two groups in all the NSF's programs.

The fact that funding is many times allocated to institutions does not justify a lack of data on individuals receiving benefits from these programs. In order to be able to accurately measure progress towards the achievement of the NSF's objective of increasing the pool of minority members in the science and engineering fields, it is of paramount importance to have specific information on how many and which minority groups and sub-groups participate and benefit from these programs. An official reporting/recording system should be established for this purpose. This item should be part of the proposal presented by the Advisory Committee on Minority Programs in Science Education to the National Science Board.

SOCIAL REHABILITATION SERVICES

SRS was not engaged in, or responsible for, meeting the higher education needs of any particular group. Rather, SRS was responsible for providing social services to people in need of these services: to foster the capacity for independent living, to prevent exploitation of children and vulnerable adults, to strengthen family life, and to prevent institutionalization.

Prior to March 8, 1977, the Financial Assistance Program, Medical Assistance Program, and Social Service Program were under the administration of SRS. Effective March 8, 1977, SRS was administratively dissolved and these programs were transferred to separate agencies within the Department of Health, Education, and Welfare (42 FR 132262). Financial Assistance has been transferred to the Social Security Administration, Social Services has been transferred to the Office of Human Development, and Medical Assistance has been transferred to a new Federal agency: Health Care Financing Agency.

At the time of this survey, SRS was going through major administrative changes. Nevertheless, the information obtained showed that SRS only had an Information Memorandum circulated December 1, 1972 which addressed the intent of this agency's regulations for the recruitment and training of minority students. This memorandum did not have actual enforcement power, and it only "urged" state agencies and educational institutions to fulfill a vague standard of recruitment and training of minority students.

SRS administered three primary training programs: (1) Public Assistance-State and local training, (2) Public Assistance-Training grants-Title XX, and, (3) Community Services Training Grants. None of the training funds allocated in these programs identified any minority group as target population. Eligibility for participation was determined on the basis of program function rather than on cultural/educational needs of specific populations. Therefore, the extent of these programs' impact on the higher education of ethnic minorities cannot be ascertained.

Training within these programs was offered to existing staff personnel and to persons preparing to enter the social service employment field. In other words, educational opportunities were provided through training programs for employees or potential employees in State agencies. The responsibility for postsecondary education was delegated to the State agency (i.e., if the agency wanted to send a

candidate to a postsecondary institution, it was done through formula grants in which the State-funded 25% was matched by 75% of federal monies). SRS's educational involvement came about because Congress recognized that people employed by the States to provide social services, need particular high level skills. Congress authorized expenditure by States of money with FFP at 75% for training and retraining personnel directly concerned with such service provision. This higher education authorization was carried out by providing grants to institutions and for in-service training. Since these are actual State programs, SRS was not able to provide information on them particularly in reference to specific items relevant to this study.

However, from 1969-1974, SRS administered Section 707 of the Social Security Act which allocated \$3 million to higher education institutions. The target population primarily included minority groups and at least 50% of the students were completing their baccalaureate degree. According to SRS, the legislation limited the program and it was terminated because of time limitations and fiscal constraints.

Considering the fact that social service programs serve a large portion of minority populations, SRS contended that a need exists to represent minorities in social service programs staff. Nevertheless, no major direct efforts were conducted by the agency to increase the pool of minorities in the social service field by directly funding postsecondary institutions or awarding fellowships to students. By delegating this responsibility to the States, SRS assumed responsibility for other priorities which did not include developing human resources needed in social service programs through postsecondary training.

CHAPTER IV

RESULTS AND FINDINGS

LITERATURE ANALYSIS FINDINGS

SUMMARY

The full report on the review and analysis of the literature is included in Appendix B.

The Federal Role

The involvement by the Federal Government in higher education has steadily increased since World War I. Although initially this involvement was generated to address specific national concerns, eventually higher education was acknowledged for its own merits as a national resource. In 1958 Congress passed the National Defense Education Act which marked the beginning of a Federal commitment to the well-being of higher education as a major contributor to the strength and vitality of the nation.

Major Federal education programs have been established through the GI Bill, the National Defense Act, Title VI of the Civil Rights Act of 1964, the Higher Education Act of 1965 and the 1968, 1972, 1974, and 1976 Amendments to the 1965 Higher Education Act. The demand for equal civil rights during the decade of the 1960's spurred Congress to establish policies to ensure that the rights of all citizens to education was protected. The United States Congress underlined its continuing interest in equal educational opportunity efforts as part of a national policy in the Education Amendments of 1974:

Recognizing that the Nation's economic, political, and social security requires a well-educated citizenry, the Congress (1) reaffirms, as a matter of high priority, the Nation's goal of equal educational opportunity, and (2) declares it to be the policy of the United States of America that every citizen is entitled to an education to meet his or her full potential without financial barriers.

Historical Federal involvement in higher education through legislation and funding, as well as many government and private studies and reports, identify several broad goals and higher education responsibilities accepted by the Federal Government. These goals and responsibilities clearly delineate the current Federal role in higher education:

- o Promoting equality of educational opportunity through equal access and choice in higher education
- o Promoting and assisting in the maintenance of a high calibre higher educational system as a policy in the national interest

- o Promoting a postsecondary education system that is diversified as to purpose and control

Chicanos and Puerto Ricans in Postsecondary Education

The survey and analysis of the literature presented evidence that the socio-economic status of these two groups, by every major measurable social index (education, employment, income), has been, and still is, one of deprivation, when compared to the overall population.

Both groups are markedly underrepresented in postsecondary education. Data released in November 1976 by the Office of Civil Rights revealed that the enrollment of Hispanics, of which Chicanos (approximately 6.6 million) and Puerto Ricans (approximately 1.8 million) represent the highest percentage, has increased by 105.4% in private higher education institutions and by 5.6 percent in public institutions between 1972 and 1974. However, in spite of these increases, the enrollment of Hispanics still represents only 2.7 percent of the total full-time enrollment in public higher education institutions, and 2.6 percent in private institutions. Since conservative Census figures (March 1977) show that Hispanics represent approximately 5.3 percent of the total population of the nation, their full time enrollment rates clearly support the argument of underrepresentation of Hispanics in higher education.

The American Council on Education reported that the overall freshman enrollment figures (for all institutions) for Chicano and Puerto Rican students showed no major increase from 1971 - 1975. During this period the national percentage for Chicanos averaged approximately 1.48%, while Puerto Rican freshman enrollment figures approximately averaged 0.52%. When compared to the white/Caucasian freshman enrollment average rate of 89.24%, underrepresentation of Chicano and Puerto Rican students at all higher education institutions is evident.

In terms of educational attainment, while 64.1 percent of all Americans have completed four years of high school or more, only 20.7 percent of Chicanos and 18.5 percent of Puerto Ricans had achieved this level of education.

Many Chicanos and Puerto Ricans who enroll in our nation's colleges and universities do not stay there for long. Figures computed from Census data (March 1976) show that of the estimated 7.4% of Chicanos who have completed one to three years of college, approximately only 2.9% have actually completed the full four years of postsecondary education. Similarly, of the estimated 6.2% of Puerto Ricans who have completed one to three years of college, approximately 2.2% have finished all four years (see table on next page).

Major factors which act as barriers to postsecondary education for Chicanos and Puerto Ricans were identified during the survey and analysis of the literature:

- o Quality of education - the Spanish-speaking child frequently encounters problems of language and cultural adaptability at the elementary and secondary levels of education, which is a

TABLE 20

YEARS OF SCHOOL COMPLETED BY PERSONS OF SPANISH ORIGIN 14 YEARS OLD
AND OVER BY AGE, AND TYPE OF SPANISH ORIGIN,
FOR THE UNITED STATES: MARCH 1976

Sex, type of Spanish origin, and age	Total (thousands)	Percent	Years of school completed								Median school years completed	Percent high school graduates	Percent high school graduates, one or more years of college
			Elementary school			High school		College					
			0 to 4 years	5 to 7 years	8 years	1 to 3 years	4 years	1 to 3 years	4 years or more				
BOTH SEXES													
Spanish Origin													
Total, 14 years and over...	7,192	100.0	13.3	15.5	11.7	22.5	23.9	8.5	4.5	10.1	37.0	13.1	
14 to 19 years.....	1,445	100.0	1.1	14.8	22.8	44.9	12.2	2.1	0.1	9.6	14.4	2.1	
20 to 24 years.....	992	100.0	4.8	7.9	6.1	22.0	34.8	18.8	3.5	12.2	59.1	22.4	
25 years and over.....	4,756	100.0	18.7	17.3	9.5	13.2	24.8	8.3	6.1	9.7	39.2	14.4	
25 to 34 years.....	1,628	100.0	6.7	13.8	6.6	18.3	33.7	13.6	7.3	12.1	54.6	20.9	
35 to 39 years.....	911	100.0	5.3	12.6	6.1	17.9	37.0	13.8	7.3	12.2	58.1	21.1	
40 to 44 years.....	717	100.0	8.4	15.2	7.4	18.7	29.7	13.2	7.3	12.0	50.2	20.6	
45 to 54 years.....	1,263	100.0	14.8	18.1	10.1	16.8	26.0	8.1	6.3	10.0	40.3	14.3	
55 to 64 years.....	1,444	100.0	25.3	20.6	11.8	13.1	18.7	4.3	5.2	8.3	28.3	9.6	
65 years and over.....	420	100.0	51.1	17.2	11.6	6.3	7.4	2.7	3.7	4.8	13.8	6.5	
Mexican Origin													
Total, 14 years and over...	4,215	100.0	16.7	17.4	10.9	22.9	21.7	7.4	2.9	9.6	32.1	10.3	
14 to 19 years.....	876	100.0	1.3	16.5	22.6	45.6	12.2	1.8	0.1	9.6	14.1	1.9	
20 to 24 years.....	637	100.0	6.4	10.5	6.3	21.9	35.0	17.5	2.5	12.1	54.9	19.9	
25 years and over.....	2,701	100.0	24.2	19.3	8.2	15.8	21.7	6.9	3.9	8.8	32.5	10.8	
25 to 34 years.....	979	100.0	8.6	17.0	6.1	19.1	31.4	12.3	5.5	11.9	49.1	17.7	
35 to 39 years.....	564	100.0	6.0	15.4	6.0	19.0	35.1	13.0	5.7	12.1	53.7	18.6	
40 to 44 years.....	415	100.0	12.0	19.2	6.4	19.4	26.4	11.3	3.3	10.9	43.0	16.5	
45 to 54 years.....	691	100.0	19.7	21.5	9.2	17.4	22.5	5.7	4.0	9.0	32.2	9.7	
55 to 64 years.....	802	100.0	34.7	21.2	10.0	13.6	14.7	3.1	2.7	7.2	20.5	5.8	
65 years and over.....	230	100.0	67.5	18.0	8.0	4.1	2.5	0.4	1.5	3.5	4.4	1.9	
Puerto Rican Origin													
Total, 14 years and over...	1,101	100.0	12.9	15.0	14.9	27.4	21.4	6.2	2.2	9.6	29.7	8.3	
14 to 19 years.....	238	100.0	1.7	13.2	24.3	46.5	13.0	1.3	-	9.5	14.3	1.3	
20 to 24 years.....	157	100.0	3.5	5.3	9.2	28.9	35.3	15.1	2.7	12.1	53.1	17.7	
25 years and over.....	706	100.0	18.7	17.8	15.0	20.6	21.2	5.8	2.8	9.0	29.8	8.6	
25 to 34 years.....	252	100.0	7.1	15.9	10.3	23.0	30.6	9.5	3.6	10.9	43.6	13.1	
35 to 39 years.....	133	100.0	9.4	14.4	8.8	18.8	32.1	11.3	5.3	11.7	48.7	16.6	
40 to 44 years.....	120	100.0	4.9	17.9	11.7	27.2	29.1	7.8	1.4	10.6	38.3	9.2	
45 to 54 years.....	215	100.0	14.1	17.7	13.5	25.2	20.6	4.9	1.9	9.2	27.5	6.8	
55 to 64 years.....	195	100.0	27.4	21.4	17.6	15.6	12.7	2.5	2.7	8.1	17.9	5.2	
65 years and over.....	43	(8)	(8)	(8)	(8)	(8)	(8)	(8)	(8)	(8)	(8)	(8)	
Other Spanish Origin ¹													
Total, 14 years and over...	1,876	100.0	5.8	11.5	11.7	18.8	30.3	12.4	9.5	12.1	52.2	21.9	
14 to 19 years.....	330	100.0	0.3	11.2	22.4	50.3	11.8	3.3	-	10.0	15.1	3.3	
20 to 24 years.....	198	100.0	1.0	2.0	3.0	16.7	43.9	26.3	7.6	12.6	77.8	33.9	
25 years and over.....	1,348	100.0	7.7	12.9	10.4	11.3	32.9	12.6	12.1	12.2	57.6	26.7	
25 to 34 years.....	397	100.0	1.8	4.3	5.5	13.1	41.6	19.4	14.4	12.6	75.4	31.8	
35 to 39 years.....	214	100.0	0.9	4.2	4.7	14.5	44.9	17.3	13.1	12.6	75.3	30.4	
40 to 44 years.....	182	100.0	2.7	4.9	6.6	11.5	37.4	21.4	15.9	12.6	74.7	27.3	
45 to 54 years.....	357	100.0	4.2	11.8	9.5	10.6	36.1	14.6	13.4	12.4	64.1	28.0	
55 to 64 years.....	448	100.0	10.5	19.2	12.5	10.9	28.6	7.1	10.9	11.1	44.6	18.0	
65 years and over.....	147	100.0	23.4	20.4	18.4	9.5	15.0	5.4	7.5	8.4	27.9	12.9	

1. includes Cuban, Central or South American, and other Spanish origin.

key factor in their overall low educational attainment. Discrimination from teachers unaware of the child's special problems many times results in labeling the child as retarded, difficult, different, slow and likely to fail. The child's self-image and ability to learn are damaged, and reinforced when the child fails because an environment conducive to learning and development has not been provided. These students are often "tracked" into low ability groups and courses, which act as a further impediment to progress and development. The absence of their native language and culture in the educational process, combined with teacher expectations, failure, and lack of Hispanic teachers or counselors, many times create so much pressure that the only alternative for relief is dropping out. The statistics on Chicano and Puerto Rican dropouts indicate a high school dropout rate almost double that for non-Hispanics. Alexander Astin's study on higher education and the disadvantaged indicates that "boredom" was the principal reason cited by disadvantaged students for dropping out of school.

- o Lack of Supportive Services - Counseling and individual assistance play a significant role not only in motivating Chicano and Puerto Rican students to pursue higher education, but also in encouraging and motivating them to succeed in the college environment. However, the lack of Hispanic or bilingual counselors sensitive to these students' concerns is a common void in most high schools and higher education institutions. Moreover, few high school counselors encourage Chicanos and Puerto Ricans to pursue a college education, and many times these students are not provided with information or counseling on career choices, financial aid, special programs, and curriculum, thus effectively limiting equality of choice.
- o Achievement Test Scores - A recent nationwide study conducted by the National Assessment of Educational Progress (NAEP) found that Hispanic-American students consistently tested below the national average in reading, science, mathematics, social studies, and career development. A marked disparity in the achievement levels of Hispanics, mostly Chicanos and Puerto Ricans, indicated that "the needs of Hispanic children are not being met in our public school system." (Ray Forbes, NAEP Director)
- o College Admission Requirements - Grade point average and tests are still in widespread use as measurements for college admission and performance. These requirements and tests have been reported, by experts in the field of education, to be culturally biased, inaccurate in measuring student abilities and inaccurate in their predictive ability. The end result is that admission requirements and testing act as an additional barrier to reduce even further the available pool of Chicano and Puerto Rican students who can enter postsecondary education.

- o Financial Barriers - The increasing costs of higher education make it virtually impossible for a substantial number of Chicano and Puerto Rican students to consider higher education. The College Entrance Examination Board reports that students from low income families have less than one-third the chance of completing an undergraduate degree as students from families in the highest level of income. The Census (March 1976 Current Population Survey) reports the median income for the Chicano population as \$9,546 and \$7,291 for Puerto Ricans, and that 26.4% of the Chicano families and 33.5% of the Puerto Rican families live below the low income level. Given these facts, the financial issue becomes relevant to the question of access to, and retention in, postsecondary education. The significance of this issue must be recognized as a powerful barrier for the Chicano and Puerto Rican student.
- o Unavailability of Colleges - Census data reveals that 97.4 percent of Puerto Rican families and 76.8 percent of Chicano families live in metropolitan areas. In 1970 the Carnegie Commission found a major deficit in community colleges in metropolitan areas, especially those with a population over 500,000. The inner cities, in particular, are not well served. Higher education has not adequately reflected the urbanization of America.
- o Inaccessibility of Colleges - On the national level, available data shows that approximately half (47%) of the Chicano and Puerto Rican population do not live within commuting distance of a free-access college. This fact, combined with the fact that many of these students cannot afford the added expense of travel, room and board to obtain higher education, acts as yet another obstacle which drastically reduces the postsecondary education opportunities for these students.
- o Postsecondary Training Programs - The participation of Chicanos and Puerto Ricans has been negligible in Postsecondary Programs for Specialized Training in selected fields of specialization leading to an AA degree (e.g., nursing) or other non-academic programs leading to a skilled specialization. Trade unions have traditionally fought against the entrance of certain minorities into their unions. There is little evidence of successful counter-efforts to increase the participation of Chicanos and Puerto Ricans in many of these blue collar/white collar occupations.

Numerous studies, task forces, and experts in the field of education question the effectiveness of Federal programs established to insure equal educational opportunity and to promote access and retention of low income students and minorities. The National Commission on the Financing of Postsecondary Education, the College Entrance Examination Board, the Task Force on the Disadvantaged and Postsecondary Education, the Carnegie Commission on Higher Education, and others have concluded that the problems of equal opportunity in access, choice and retention remain unresolved for minority groups.

Information found in the literature points to the fact that the impact of Federal equal education opportunity policies and programs on the higher education situation of Chicanos and Puerto Ricans has been minimal as evidenced by the problems they still encounter and their low enrollment and attrition rates. These two groups continue to remain an untapped national resource, American citizens for whom equal educational opportunity still remains an unrealized goal.

AGENCY SURVEY FINDINGS

SUMMARY

As agencies were being surveyed to identify their policies and programs, several common problems were also identified. These problems are not common to all of the agencies, but their frequency of occurrence, and the serious implications of some of them, merit their identification and analysis in order to be able to address them through future policies. A brief identification and analysis of these findings follows:

- o Policies or programs designed specifically to meet the higher education needs of Chicanos and Puerto Ricans are non-existent - Of all the agencies surveyed, none of them had generated a specific postsecondary education policy or designed a program for these two groups. As reflected in interviews and in documents provided, existing policies have been generated for minorities in general, without giving consideration to the special needs of different minority groups. Similarly, none of the post-secondary education programs surveyed has been designed for, or is being operated specifically to increase the participation of, Chicanos and Puerto Ricans in higher education. Some of these programs are making special efforts, allocating funds, and/or operating special projects focused on supporting Spanish-speaking, Chicano and Puerto Rican students, or institutions with high concentrations of these two groups (e.g., NSF's minority programs, HRA's SHCOG Program, HUD's Work Study Program, OE's SEOG, CWS, NDSL, TRIO, and Institutional Development Programs). However, these efforts are being carried out under programs designed for minorities or disadvantaged students in general.
- o Accurate and complete records of the participation of Chicanos and Puerto Ricans in these programs are not kept in many of the agencies surveyed - The majority of the programs surveyed reported that they do not maintain records on the number, ethnic composition, or ethnic subgroup of program participants. The most frequently stated reasons for this practice were: (1) eligibility for participation is based on financial need, and information on ethnicity of participants is not needed for the purposes of the program; (2) it is against civil rights laws to ask for ethnic information on program participants; (3) the responsibility for the collection of this information has been delegated to the region, state, or institutions that administer the funds and, therefore, not available at the agency.

Programs that record ethnic information have done so the last few years only. Some reported that complete accurate information is not available and only provided estimates. Funding allocated to minority groups were sometimes also provided as estimates. To complicate matters further, major OE programs reported that they will not be collecting information on ethnic subgroups because (1) it is too difficult for institutions to collect and report

this information - reporting forms are being redesigned to be less complicated and to request less information, or, (2) new Federal directives (agreement between OCR, OMB, EEOC, and GAO) changed the government-wide standard race/ethnic categories which do not include ethnic subgroups. The fact that so many of the programs surveyed do not collect this information by ethnic subgroups, and that most of the programs that did, will not record it in the future, illustrate the issue that the majority of agencies do not know and/or will not be able to know what groups are being served by, or who benefits from these programs.

Lacking ethnic data, these directives imply that it will not be possible to allocate program funds to meet the special higher education needs of ethnic subgroups in the future. Therefore, the provision of equal education opportunities for these groups will be impossible to determine, since records will not be available to measure number of subgroup program participants, nor funding awarded to support these groups in postsecondary education.

- o Public Law 94-311 - relating to the publication of economic and social statistics of Spanish people, provides for the collection of statistical data on Spanish persons on the areas of unemployment; indicators of social health, and economic conditions; creditable estimates of undercounts in future censuses; and the like. This law has been enacted with the purpose of improving important data base on Spanish origin people, and improving the closely related quality of Congressional decisions affecting these groups. Major responsibility for the collection of this data has been assigned to the Departments of Labor, Commerce, Agriculture, and HEW. The Office of Management and Budget, jointly with other data-gathering Federal agencies, is responsible for developing a government-wide program for the collection, analysis, and publication of this data.

Although this law was enacted in June, 1976, only one of the numerous persons contacted had knowledge of the existence and purpose of this law. The poor efforts of departments and agencies to disseminate this information, and the slow process to effectuate the provisions of this law became evident. This almost absolute lack of knowledge on such an important piece of legislation has serious implication on (1) the low priority assigned to the provisions of this law at the agencies, and (2) the delayed results due to the sluggish pace followed by the agencies surveyed. As late as July 1977 it is our understanding that an HEW statement was being prepared to implement this law.

- o Inconsistencies in existing policies - Public Law 94-311 seems to be in direct contradiction to the OE policy of not collecting information on ethnic groups because of the difficulty institutions have in collecting and reporting this type of information. Immediate resolution to this inconsistency is not apparent. The confusion created by this dual policy further hinders accurate data collection.
- o Misinformation on the legality of collecting ethnic data - Many of the program officials interviewed expressed concern on the issue of requesting ethnic information from program participants. Some have the misconception that requesting this type of information is against civil rights laws. Others expressed concern about being charged with reverse discrimination by Anglos and other groups if the agency targets a program specifically for Chicanos and Puerto Ricans. The Allan Bakke vs. the University of California Regents* case was brought up as an example. A lack of factual knowledge and misinterpretation of the letter and intent of civil rights laws and equal education policy and directives was evident in some cases. The implications of this fact are of paramount importance when we consider that these officials are the ones in charge of implementing equal education opportunity policies. If ignorance and fear take predominance over the facts of the law, the Federal goal of equal access and opportunity for higher education will never be realized for minority groups, including Chicanos and Puerto Ricans.
- o Measuring program impact - The evaluation of program objectives and the frequent monitoring of program activities was deficient in the majority of the programs surveyed. Program evaluations were many times non-existent, dated, "in progress," or unavailable. Programs that give state or institutions the authority to carry out program objectives and to administer program funds seldom monitor program activities at the state or institutional level. The end results of this practice are that (1) even though states and institutions are "urged" to comply with affirmative action or equal educational opportunity policies, no actual follow-up is made to determine or assess compliance with these policies, and (2) therefore, program administrators at the Federal level do not know or cannot assess the balances or imbalances of minority participation in these programs.

* In this case the California Supreme Court ruled unconstitutional the special (reserving slots for minority enrollment) medical school admissions program at UC Davis Medical School. This ruling in effect makes illegal programs specifically targeted at Chicano (and minority) students, declaring real equality as illegal, and insinuating to white students that minority rights can be granted only at their expense. This case is being reviewed by the U.S. Supreme Court.

- o Federal Compliance Enforcement - The Federal Government's authority to enforce compliance with equal educational opportunity policy is very weak and seldom enforced. The voids in the evaluation, monitoring, and enforcement of programs toward compliance leave a wide latitude for the arbitrary distribution of funds at the institutional and state level and inappropriate administration of programs designed to benefit minority groups.
- o Regional funding - Although information made available for this study on the ethnic composition of program participants on a regional basis was not substantive, nevertheless the information provided reflects the following: (1) Chicano participants receiving program assistance were generally located in South-western states, and (2) Puerto Rican students receiving program assistance were generally located in Northeastern states and Puerto Rico.

Although the highest concentration of these two populations are in these two geographic areas, it is a fact that the Chicano and Puerto Rican populations are dispersed throughout the entire U.S. The practice of equating a given ethnic group with a specific geographic region, lends itself to bypassing or overlooking members of these groups from other geographical areas. This results in a deprivation of program services to these groups.

- o Poor Coordination of Delivery Systems - Fragmentation and duplication of delivery systems were noticed and reported during the survey of the fifteen agencies. Many of the program administrative problems are being caused by this poor coordination problem, which has been identified and recognized by expert educators, agencies officials, and by the DHEW's Assistant Secretary. This problem filters through to all levels of program recipients causing all types of administrative problems for program administrators, as well as for institutions, students, and faculty being served by the programs. For example, some of the other problems identified by interviewers as affecting the administration of their programs were: (1) under-staffing and lack of sufficient funds to monitor programs, (2) communication problems between institutions and agencies in the areas of program regulations and reporting requirements, (3) poor dissemination of program information, (4) lack of systematic recording of data received from institutions, (5) lack of time to analyze data recorded, (6) some programs do not provide administrative cost reimbursements to participating institutions, and (7) some agencies reported not knowing which institutions have a high concentration of Chicanos and Puerto Ricans.

- o Hispanic vs. Spanish-speaking vs. Spanish-American - Some of the programs surveyed reported on the variety of forms currently in use by the different groups to identify themselves as belonging to a Hispanic group. This sometimes leads to confusion at the agency level where different terms are used, and at the institutional level. Students sometimes identify themselves under two or three categories. For example, individual students have reported themselves as white, Puerto Rican, and Hispanic (all three). This affects the reports submitted to the agency since undercounts or overcounts result from the variety of terminology.

DISCUSSION OF FINDINGS

The statistics found in the literature review strongly indicate a marked underrepresentation of Chicanos and Puerto Ricans in higher education institutions, as evidenced by low enrollment totals and high attrition rates. It is of interest to note that between 1972 and 1974 the enrollment rates of Hispanics increased by 105% in private institutions, as opposed to 5.6% in public institutions. In spite of this increase, Chicano and Puerto Rican overall enrollment still represents only 2.7% of the total full-time enrollment in public institutions, and 2.6% in private institutions.

The more salient barriers to higher education for Chicanos and Puerto Ricans as identified in the literature include:

- o Poor quality of elementary and secondary education primarily influenced by an environment poorly conducive to learning and void of cultural awareness or sensitivity;
- o Inconsistent admission requirements and inadequate testing instruments which have been shown to be discriminatory against Chicanos and Puerto Ricans as well as other minorities;
- o Prohibitive cost for higher education for the majority of Chicanos and Puerto Ricans;
- o Unavailability and inaccessibility of postsecondary education institutions to Chicanos and Puerto Ricans;
- o Lack of needed supportive services to encourage and motivate the Chicano and Puerto Rican student to stay and succeed in the college environment;
- o Insufficient opportunities for Chicanos and Puerto Ricans in postsecondary training programs for skilled trades and job-related skills.

The Federal Government, in turn, has supported specific goals and responsibilities for the promotion of equality of educational opportunity for equal access and choice in postsecondary education. This is evidenced by education legislation in Higher Education amendments as well as elementary and secondary education amendments the past decade.

However, this Report questions the effectiveness of many of these Federal programs in postsecondary education. Various studies and expert opinions continue to conclude that

problems of equal educational opportunity in access, choice, and retention remain unresolved for minority groups. The impact of Federal efforts and programs on the higher education opportunities of Chicanos and Puerto Ricans has been minimal.

This study has pointed to factors which may account for the lack of impact of Federal postsecondary education programs on Chicanos and Puerto Ricans:

- o The absence of specific policies in Federal agencies administering these programs to address the higher education needs of these two groups;
- o The lack of postsecondary education programs created specifically to support Chicanos and Puerto Ricans in higher education reflects the lack of recognition of the higher education needs of these groups;
- o The failure of Federal agencies administering postsecondary education programs to provide measures to assess the participation of these two groups in their programs, as evidenced by the poor lack of reporting and recording systems on the ethnic subgroups of program participants.

In other words, since no official policies have been generated to specifically support Chicanos and Puerto Ricans in higher education, it follows naturally that agencies do not feel sufficient commitment to allocate funds to create programs for these two groups, nor feel the responsibility to accurately determine through records whether Chicanos and Puerto Ricans are being served by, or benefit from, their postsecondary education programs.

The implications of these voids are immense in terms of compliance with Federally established goals of providing equal opportunity to disadvantaged groups. Census figures have established that Chicanos and Puerto Ricans comprise a young and sizeable growing population in the United States.

This study reveals that the intent of Federal legislation is not being supplemented with specific measures to assess programs which propose the provision of equal opportunities for access, choice, and retention of Chicanos and Puerto Ricans in higher education.

This study also indicates that many agencies have made efforts to generally support minorities in their postsecondary education programs. However, few of the agencies surveyed are engaged in specific efforts to support these two groups in their postsecondary education programs.

Furthermore, these efforts are fragmented and lack clearly defined policy. It is evident that the majority of the agencies surveyed have not made any special efforts to specifically support Chicanos and Puerto Ricans in their higher education programs.

The findings of the survey of Federal agencies clearly support those of the review and analysis of the literature. If agencies administering postsecondary education programs have not generated specific policies nor programs to support these two groups, it is difficult, if not impossible, to allocate institutional or individual funds to achieve this goal. It also makes it impossible for agencies to demand specific compliance from higher education institutions, or enforce compliance of programs funded to support Chicanos and Puerto Ricans. This condition perpetuates current practices that act as barriers for Chicanos and Puerto Ricans in higher education (e.g., admission requirements and testing, high tuition costs, lack of supportive services, and inaccessibility of colleges).

Additionally, many of the postsecondary education programs administered by some of these agencies have been created to increase the pool of professionals in specific fields. Some of these programs have geared these efforts to bring minorities into these programs. But if, of the records kept, inaccuracies are replete, how can it be determined whether these efforts will increase the professional pool of Chicanos and Puerto Ricans?

Our survey also indicates poor program evaluation and monitoring procedures. Although some program evaluations are conducted, none of the agencies surveyed has made an effort to specifically measure program impact on Chicanos and Puerto Ricans. Lack of on-site monitoring procedures causes ineffectual follow-up to determine compliance with Federal affirmative action and equal educational opportunity policies. Together, these weaknesses result in the absence of any systematic assessment of Chicano and Puerto Rican program participation, and even less, an evaluation of the impact these programs have in meeting their higher education needs.

These problems are further compounded by the restrictions agency officials perceive in extant civil rights laws and their consequent fear of discriminatory actions. This state of affairs dramatically illustrates the poor administrative structure supporting higher education programs toward the improvement of equal educational opportunity.

CHAPTER V

CONCLUSIONS AND RECOMMENDATIONS

CONCLUSIONS AND RECOMMENDATIONS

Conclusions

Based on the information obtained from general analysis of the literature and the agency survey findings, the following conclusions have been made:

- o Chicanos and Puerto Ricans are underrepresented in institutions of higher education, as demonstrated by their low enrollment and high attrition rates, when compared to the overall population.
- o The Federal Government is making an attempt to provide equal educational opportunities to minorities which have been historically bypassed by educational programs and services. This effort is being realized through the generation of legislation and the development of programs to implement legislative policy.
- o When compared to their population size, Chicanos and Puerto Ricans are generally underrepresented in their participation in federal postsecondary education programs, in terms of numbers, as well as funding allocated or expended to provide them with educational opportunities.
- o Supporting Chicanos and Puerto Ricans in post-secondary education is not a priority established within any of the agencies surveyed, as demonstrated by the absence of policies and programs to specifically address the higher education needs of these two groups, the lack of accurate and complete records on the ethnicity of program participants or beneficiaries, and the unenforced authority to monitor program compliance with equal opportunity policies.

More specific conclusions are also drawn from the body of the Report:

- o Policies designed specifically to meet the post-secondary education needs of Chicanos and Puerto Ricans were non-existent at the specific agency-level or agency-wide.
- o There were very few programs designed specifically to meet the postsecondary education needs of Chicanos and Puerto Ricans, and most of these can be grouped in four agencies.
- o Most agencies did not have records of the participation of Chicanos and Puerto Ricans in postsecondary education Federal programs.
- o Agencies which did keep records of program participants did not have ethnic counts available, and in many cases did not have an accurate system of record keeping.
- o All but one agency official interviewed was not acquainted with the provisions of Public Law 94-311 on the publication of economic and social statistics of Hispanic persons.
- o There were inconsistencies in Federal policy as it related to the collection of ethnic data.
- o There was much misinformation on the issues involved in the collection of ethnic data.
- o Program evaluation was unavailable, non-existent, or dated for many of the programs reviewed.
- o There was a lack of frequent and regular program monitoring for most of the programs contained in this report. Some programs had never been monitored.
- o There was no evidence of initiative to enforce Federal compliance with equal educational opportunity regulations or the Office of Civil Rights.
- o Program funding for Chicanos and Puerto Ricans was more regionally determined than expected from present population concentrations in the Northeast and Southwest areas of the country.
- o Fragmentation and duplication of delivery services were evident within and across all agencies. Lack of concerted coordination of postsecondary education activities was a fundamental problem.

- o Much confusion and lack of basic knowledge existed at all levels of agency personnel about classifications or nomenclatures of Hispanic ethnic categories. This was certainly reflected in the overlapping and inconsistent categories in the data collection forms utilized by many agencies.

It becomes evident that the efforts being made to specifically address the higher education needs of Chicanos and Puerto Ricans in Federal agencies are minimal. When these efforts are compared with other Federal activities being directed towards education, the magnitude of the thrust being made by a few for the higher education of Chicanos and Puerto Ricans dwindles to almost nothing.

Federal support for postsecondary education has undergone a marked expansion through all the agencies during the last fifteen years. For example, the budget from the Office of Education alone has risen from \$34 million in 1950 to approximately \$3.7 billion in 1976. At the present time Federal support is now close to matching postsecondary financial contributions made by the states and localities.

However, in an effort to target "minorities" in general, Federal postsecondary education programs, as documented by this study, fail to meet the cultural, social and education needs of specific ethnic groups and subgroups. Chicanos and Puerto Ricans have been historically denied their right to participate from the benefits provided by institutions of higher learning. This historical deprivation demands historical compensation.

Recommendations

It is imperative that basic but specific policy guidelines be established to redress continuing inequities and neglect in the educational system which have limited Chicano and Puerto Rican participation in higher education. The policy recommendations set forth herein are historically justified because of:

- o The role the Federal Government has previously played in legislative policy;
- o The loss of past Federal initiative in its commitment to equal educational opportunity, especially at the higher education level;
- o The recognition that Chicanos and Puerto Ricans have not been adequately protected by existing legislation nor adequately benefited from normal Federal regulatory and enforcement mechanisms;

- o The low rate of Puerto Rican and Chicano participation in Federally funded postsecondary and higher education programs;
- o Programs intended to address the specific needs of Chicanos and Puerto Ricans are often funded along narrow, arbitrary, and regional boundaries (e.g., Chicanos in the Southwest, Puerto Ricans in Puerto Rico, etc.) thus inadequately responding to Chicano and Puerto Rican problems in specific localities, nor responding to broader issues which transcend local jurisdictions;
- o The fact that postsecondary education opportunities for Chicanos and Puerto Ricans still remain unequal at all levels (access, choice, and retention), in spite of increased Federal support to provide equal education opportunity for disadvantaged students.

Agency-Wide Recommendations

1. In view of the preceding statement, and in view of the existing lack of accessible data on programs affecting Chicanos and Puerto Ricans in postsecondary education, it is necessary to request a means by which data on programs is easily collected and gathered for Chicanos and Puerto Ricans on a systematic and regular basis for all Federal agencies. The absence of raw data makes it nearly impossible to evaluate existing programs and activities in any agency for a specific, minority population.

A simplified and concise management reporting form, standard across agencies, should be developed to collect agency as well as field data on program target populations. An additional OMB statement should accompany such a form to serve as a guide for establishing specific agency data gathering procedures. Agencies must comply and operationalize this system of records within a reasonable period of time. The information should be centrally available at the National Technical Information Service.

A policy statement on program data gathering must be prepared and disseminated to: (1) agency personnel, especially those involved in postsecondary and other education programs; (2) higher education institutions receiving Federal funding; (3) students and faculty being served by these programs; and (4) the public.

2. Based on PL 94-311, a clear, specific policy statement must be prepared and disseminated by each Federal department or agency involved in postsecondary education, on the collection of general statistical and survey data on the ethnic groups and subgroups of persons being served by the postsecondary education programs administered by those departments and agencies.

Included with this policy should be a firm statement specifying that requesting ethnic information is not against civil rights laws or OMB/OCR/EEOC directives on the collection of ethnic information. This statement must clearly explain that this information responds to legislative requirements and conforms to Office of Management and Budget guidelines, as well as to President Carter's Memorandum of February 16, 1977. It is necessary for a consistent government-wide program for the collection, analysis, and publication of data on various Hispanic groups.

3. As a corollary to the two recommendations above, it is important to indicate that large-scale surveys, already containing specific data on Hispanic subgroups, may not be statistically reliable for small subgroups. Efforts may necessitate oversampling of Hispanic groups to increase data reliability. This information should also be made available and widely disseminated to the general public in an easily readable form. It is also important that a concerted effort be made to make all of the data gathered available in published form. Much census-type data is collected and stored on computer tapes but seldom utilized for purposes which would benefit other Federal agencies and the public at large.
4. Agencies administering higher education programs should (1) re-direct or increase their funds to give greater emphasis to the regular on-site monitoring of programs in order to assess compliance with Federal policies of equal educational opportunity, and (2) include in their annual evaluations provisions to measure program impact on Chicanos, Puerto Ricans, and other minorities.
5. Inasmuch as Federal programs impacting on Chicanos and Puerto Ricans in higher education have not been evaluated, we emphatically recommend that 1% of Federal program funds be allocated to program evaluation, in accordance with the original intent of the Congress, and that this be enforced throughout all Federal agencies with set-aside funds for the assessment of postsecondary education programs on Chicanos, Puerto Ricans and other minority constituencies.

6. A strong mechanism must exist within the Federal government by which Federal programs in higher education are centrally coordinated. Theoretically, the Federal Interagency Committee on Education (FICE) is to coordinate education activities across Federal agencies. The present coordination of Federal programs, however, is very weak and seldom involves top agency officials.

If FICE is to continue coordination activities in education, we urge that an effort be made to strengthen FICE's role. We strongly feel that an executive order that would name Secretary Joseph A. Califano of the Department of Health, Education and Welfare, as Chairperson of FICE and Assistant Secretary for Education, Mary Berry, as Vice Chairperson, will be a major step in strengthening present coordination of education activities.

7. Chicano and Puerto Rican cultural awareness training must be provided to all officials involved in the administration of postsecondary education programs with funding levels above \$100,000. This training should include: (1) special cultural, language, social, and economic characteristics of Chicanos and Puerto Ricans; (2) barriers to education that currently exist in the educational system for these two groups; (3) background and statistical information on the low enrollment and high attrition rates for these two groups as documented by studies and experts in the field of education; and (4) analysis of how these problems relate to Federal legislation and policy.

The purpose of this training is to raise the level of consciousness of Federal program administrators and to create an understanding of the special problems faced by Chicanos and Puerto Ricans in postsecondary education. This understanding will enhance the implementation of policies and programs for Chicanos and Puerto Ricans.

8. To minimize the financial barriers to higher education, Congress should:
- a. appropriate full funding for State Student incentive matching grants; and
 - b. provide full funding in fiscal year 1978, for the Basic Education Opportunity Grant (BEOG) Program, the College Work Study (CWS) Program, and the National Student Defense Loan (NSDL) Program, increasing the maximum award consistent with recent increases in student expenses and raising the ceiling on awards to actual cost, at least for lower division students.

9. The Federal Office of Education should embark on a program to create greater educational opportunities for the Chicano and Puerto Rican to enter college and seek professional careers by:

- A. Fostering and supporting Hispanic-controlled postsecondary programs and institutions (this can be accomplished by a mandate in the policy guidelines of the Developing Institutions Act, the Fund for the Development of Secondary Education Program Act and the use of discretionary funds).
- B. Granting incentive awards to accredited institutions which have developed exemplary supportive services for student development (a similar grant mechanism can be developed to institutions whose Hispanic enrollment is at least 10%).
- C. Creating meaningful scholarship programs for students interested in professional careers (a model similar to that created by the Office of Bilingual Education for Bilingual Education Fellowships can be created for other specialized areas).
- D. Subsidizing up to half of salary for a stipulated period positions in private industry that provide experience and/or upward mobility opportunity to Chicano and Puerto Rican skilled workers and professional staff.

Given the rising costs at institutions of higher education, and that financial factors are effectively precluding Chicanos and Puerto Ricans from pursuing higher studies, we recommend to the Office of Education that:

- E. A proportion of BEOG funds be earmarked for disadvantaged minority students, specifying by government-wide race/ethnic categories and subdividing the Hispanic category into Chicanos, Puerto Rican, and other Hispanic culture or origin.

- F. Program funding under the Supplemental Education Opportunity Grant (SEOG), College Work Study (CWS), and National Defense Student Loan (NDSL) be at least proportional to Chicano and Puerto Rican representation in the U.S. population for fiscal year 1978, and increased thereafter to reflect the high rate of Chicanos and Puerto Ricans in "exceptional financial need."
- G. The Upward Bound Program be reevaluated to discern program effectiveness in light of the overwhelmingly high rate of Chicano and Puerto Rican students who drop out for family and personal reasons and provide remedies for this situation. This program should include family and community resources and outreach. Its counseling component must be assessed in terms of its effectiveness for Chicanos and Puerto Ricans, to include: paraprofessional counselor training, and extensive use of bilingual/bicultural counselors.
- H. The Commissioner of Education should direct the Office of Planning, Budgeting and Evaluation to fully utilize the 1% legislatively allocated funds for program evaluation to assess existing programs to ensure that they are effectively promoting equality of educational opportunity and meeting their goals, as stated in the Educational Amendments of 1974.

Concluding Statement

To more effectively disseminate this report and carry out the needed recommendations contained herein, we recommend that the Assistant Secretary for Education authorize FICE to form an inter-agency task force, not to exceed nine members, composed of a representative body of persons from FICE, its various member agencies, and the Hispanic Work Group, to present to the Assistant Secretary a comprehensive, coordinated, and specific action plan, to include strategies, so as to realize legislative intent in respect to increasing the effectiveness of existing Federal efforts, in light of the findings and recommendations contained in this report. This should be done within a twenty (20) day period beginning fiscal year 1978, with a final plan of implementation ninety (90) days thereafter.

APPENDIX A

THE FEDERAL ROLE IN MEETING THE
EDUCATIONAL NEEDS OF CHICANOS AND PUERTO RICANS
WITH SPECIAL EMPHASIS ON HIGHER EDUCATION
ANNOTATED BIBLIOGRAPHY

Contract No. 300-76-0434
December, 1976

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INTRODUCTION

As part of the contract awarded to L. Miranda and Associates to study the Federal Role in the higher education of Chicanos and Puerto Ricans, the firm has prepared an annotated bibliography of works on the educational needs of Chicanos and Puerto Ricans.

The books considered most significant were selected for annotation. The selections were made from a comprehensive bibliography prepared by LM&A covering a wide range of categories. That bibliography presented the general overview on Hispanics and education. The works selected were chosen for their timeliness, relevance and importance to the higher education of Chicanos and Puerto Ricans.

A major focus of the works selected for annotation was the Federal role, its policy and implications in meeting the higher education needs of the above mentioned groups. The bibliographic annotations review and summarize literature gathered from sources such as the Educational Resources Information Center, and other key sources of information previously cited. It is part of the overall data collection effort aimed at defining the issues, establishing a baseline of information, and a conceptual framework as a basis for the analysis of those Federal policies and programs which deal with higher education of Chicanos and Puerto Ricans.

It is important to note that the annotations are broadly categorized by publication, rather than by descriptors. The reader will find the entries classified by:

- o Books and Pamphlets
- o General references
- o Periodicals
- o Studies and reports
- o Unpublished documents.

BOOKS AND PAMPHLETS

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L. Miranda and Associates

Author: Aspira, Inc.

Title: Social Factors in the Educational Attainment
Among Puerto Ricans in U.S. Metropolitan Areas,
1970

Publisher: New York: Aspira of America, Inc., 1976

This study is intended to shed light on a diversity of educational situations for social and educational policy. The study identifies and analyzes forces in the schooling process that create delays in completion, limit attainment, foster dropping out and reduce chances for higher education among Puerto Ricans in the United States as revealed by statistics from the 1970 census. The report points out that educational problems confronting Puerto Ricans are inextricably interwoven with the larger, more complicated situation of societal discrimination, poverty and low status in which the overwhelming majority of Puerto Ricans find themselves.

Author: Casso, Henry J., and Roman, Gilbert D., eds.
Title: Chicanos in Higher Education - Proceedings of
a National Institute on Access to Higher
Education for the Mexican American
Publisher: Albuquerque: University of New Mexico Press,
1975

This book is an attempt to address some of the concerns of access to higher education for the Mexican American by focusing on the key educational issues confronting the Chicano. It highlights such problems as: 1) discrimination in minority education; 2) priorities and strategies for action; 3) designing programs for Mexican Americans; and 4) the government perspective.

Author: Carlos E. Cortes
Title: Education and the Mexican American
Publisher: Arno Press

This publication discusses three main problems: (1) finding special school talents of the Mexican children; (2) the proper education of their teachers; and (3) adequate training for their supervisors. The author clarifies the problem and terminologies, presents the programs in operation, discusses the conditions that should be met and ways to meet them. The book's basic recommendations are: revision of the administration of local schools; eliminating the difference in financial ability among the many local schools within the same state; revision of present budgetary procedures in conformity with sound education practices.

Author: Edington, Everett D., Angel, Frank

Title: Recruitment of Spanish Speaking Students into
Higher Education

Publisher: California State College, 1969

The problems of recruiting Mexican American students into colleges and universities are pointed out in these two papers. Edington's paper (title given) discusses teacher education, curriculum development, counseling programs, college entrance requirements, and the need for change and study in these areas with regard to Spanish-speaking students. Programs of financial aid and educational opportunities for Mexican American students are also presented. "The Mexican American in Higher Education: Recruitment," by Frank Angel, points out that recruitment problems are related to the selective academic orientation of college and university recruitment, and selection, counseling, and curricular procedures of the high school and elementary school. Present recruitment programs and practices in colleges which are designed to meet the needs of Mexican American students are discussed. Ways of increasing the pool of Mexican American students are listed, including changes in teaching in elementary and secondary schools geared to this group, improved living conditions for this minority group, universalization of higher education, and eradication of existing discrimination against the Mexican American group by the dominant group.

Author: Ferrin, Richard I., and others
Title: Access to College for Mexican Americans in
the Southwest
Publisher: College Entrance Examination Board Publications,
Palo Alto, California, July , 1972

This survey was concerned with various indices of access to college for Mexican Americans in the Southwestern U.S. Results are based on the responses of college administrators at a sample of 153 institutions. Principal findings of the survey include: (1) An estimated 144,000 Mexican Americans were enrolled as undergraduates in Southwestern colleges in Fall 1971. (2) In 1970-71 Mexican American students attending public 4-year colleges received financial aid covering 25% of their expenditures, and students enrolled in public 2-year colleges received financial aid covering 10 to 15% of their expenditures. (3) Recruitment of Mexican American students was most frequently done by Mexican American faculty and students, or by special visits to high schools enrolling large numbers of Mexican American students. (4) Chicano studies courses are offered by about 85% of all public colleges in counties with large numbers of Mexican Americans. (5) Southwestern colleges reported an estimated 1,500 Mexican American full-time faculty members; this yields a ratio of one Mexican American faculty member for every 100 Mexican American students.

Author: Kroepsch, Robert H., Comp.; Thompson, Ian
M., Comp.

Title: Urban and Minority Centered Programs in
Western Colleges and Universities, 1969-70

Publisher: Western Interstate Commission for Higher
Education, Boulder, Colo.: November 1969

Based on a survey of more than 160 colleges and universities in 13 western states, this report examines the programs which have been developed by institutions of higher learning to meet the various needs of minority groups and urban centers. Its purpose is: (1) to make available to college and university administrators and faculties a broad general description of the types of programs which currently exist; and (2) to list the locations of these programs. Representative programs are described in the document. In addition, tables listing all of the types of programs at all responding institutions are presented. A list of the responding institutions and the questionnaire used in the survey are also included.

Author: J. Cayce Morrison, Director

Title: The Puerto Rican Study, 1953-1957: A Report on the Education and Adjustment of Puerto Rican Pupils in the Public Schools of the City of New York

Publisher: New York: Oriole Editions, 1972

This report by the New York City Board of Education, originally published in 1958, summarized the findings of a four-year inquiry into the education and adjustment of Puerto Rican pupils in the public schools of New York City. The study analyzed the methods and materials for teaching and the socio-cultural adjustment of Puerto Rican pupils and parents. It also identified areas for action and improvement. Numerous other reports on specific aspects and curriculum materials were published by the Board at the time as part of the Puerto Rican study.

The report includes an introductory essay by Francesco Cordasco.

Author: New Mexico Highlands University
Title: Chicano Mobile Institutes
Publisher: Resources in Education, June, 1974

The Chicano Mobile Institute's (CMI) goal for fiscal year (FY) 1973-74 was to: improve the quality and equality of education and to meet the needs of Chicano students in public and private institutions of higher learning throughout the participating states. Its objectives were to: (1) prepare personnel in higher education who are concerned with the needs of students from low income and ethnically different families; (2) identify and document problem areas affecting Chicanos at the higher education level of the educational process; (3) identify proven and innovative solutions to the problems; and (4) effect the implementation of the proven solutions by decision-making bodies in the educational process. The National Advisory Board for Chicano Mobile Institutes, state coordinators, project director, and staff met at the National Evaluation Conference (held at Ghost Ranch, Abiquiu, New Mexico) to assess and write this final report for CMI FY 1973-74. This final report consists of the individual state report summaries for Arizona, Colorado, Nevada, New Mexico, Texas, and California. These reports are intended to give the most salient recommendations and suggested solutions to the Chicano student's problems which were the actual outcome of the CMI held in each of the respective states.

Author: Seda, Bonilla Eduardo

Title: Ethnic and Bilingual Education for Cultural Pluralism, in M. Stent, W. Hazard and H. Rivlin (eds.) Cultural Pluralism in Education: Mandate for Change.

Publisher: New York: Appleton-Century-Crofts, 1973

This paper is part of those presented at the Chicago Conference on Education and Teacher Education for Cultural Pluralism in May 1971. The papers, published in the book entitled Cultural Pluralism in Education: A Mandate for Change; examine racial tensions and conflict as a major educational problem. This is done within the historical perspective of educators' and community leaders' efforts to cope with institutional racism.

One noteworthy article is Eduardo Seda Bonilla's "Ethnic and Bilingual Education for Cultural Pluralism" The author points out that while ethnic white minorities (eg. Germans, Irish, Italians) are assimilated into the American melting pot, nowwhite ethnic minorities (eg. blacks, Chicanos, Puerto Ricans, American Indians) must adapt by adopting an inferior noxious identity and lose their cultural autonomy and vitality. Giving up their cultural identity and moving along the path of acculturation due to their "racial inferiority".

The educational system geared toward placing minorities into the narrow mold of Americanization in order to become equal is an obstruction to the access to higher education for students of racial minorities.

According to the author, the answer lies in: 1) making ethnic studies a formal requirement in the training of teachers; and 2) in ethnic education and bilingualism for the minority student, in order to strengthen their self-respect.

Author: Stratton, Barbara, and others
Title: College Level Financial Aid Opportunities for
Migrant Students Within the State University
of New York
Publisher: New York State Education Dept., Albany, Bureau
of Migrant Education, August 1975

Divided into three parts, this booklet is designed to assist guidance counselors and administrators in identifying financial programs which aid migrant students in obtaining a higher education within the State University of New York (SUNY) system. Part I lists 18 common student financial aid programs available within SUNY. These include grants, scholarships, and loans which do not have to be paid back, work that provides assistance through hourly earnings, and benefits. The need analysis services and the Education Opportunity Program are explained. Part II contains information concerning admissions requirements, financial aid, housing, and the Education Opportunity Program. These include university and medical centers, colleges of arts and science, specialized colleges, agricultural and technical colleges, and statutory and community colleges. A list of units within SUNY by county is appended.

Author: Tyler, Gus
Title: Mexican-Americans tomorrow: Educational and
Economic Perspectives
Publisher: University of New Mexico Press, 1975

This book is based on the conference of Mexican American affairs held by the Aspen Institute for Humanistic Studies in Colorado, in 1972. It concerns educational and economic perspectives of the Mexican Americans, starting with their history, believing that in their past lies the key to an understanding of their potential for the future. The book concludes that it is in the national interest to assist Mexican Americans in improving their economic and social conditions, so that they may claim a more just and full share in what the economy can provide. The author points out that education is needed for obtaining leadership and this leadership is fundamental for development.

GENERAL REFERENCES

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L. Miranda and Associates

Author: Ashworth, Kenneth H.
Title: Scholars and Statesmen: Higher Education and
Government Policy
Publisher: Jossey-Bass, Inc., Publishing, 1972

The book's purpose is to examine the Federal Government's policy and policy-making toward higher education. The study explains the conflict of higher education entities in obtaining Federal assistance. The theme revolves around two main topics: how to get Federal assistance; and how to preserve the values most essential to the institution. The author explains that the conflict arises when, in order to obtain Federal assistance, schools no longer meet their essential values. The author gives clues and answers to the problems being faced by the higher education institutions.

Author: Babbidge, Jr., Homer D and Rosenzweig,
Rober- M.

Title: The Federal Interest in Higher Education

Publisher: New York: McGraw-Hill Book Company, Inc.,
1962

This book presents a review of the background and development of relations between the Government and the higher education community, describes the status of those relations, and the readiness and capacity of each party to deal with the other. Throughout the study the authors describe and analyze the growth and maturation of these relations. It concludes that Federal policy looks for the Federal interest therein, instead of the interest of higher education.

Author: Barron, Erma and Pugh, Gloria
Title: Racial and Ethnic Enrollment Data From Institutions
of Higher Education, Fall 1970
Publisher: U.S. Dept. of Health, Education and Welfare,
U.S. Govt. Print. Off., 1972

This publication presents racial and ethnic enrollment data for American Indian, Negro, Oriental and Spanish-Surnamed students, from a survey conducted by HEW in 1970. It covered the higher education institutions receiving or expecting to receive Federal financial assistance.

Author: Carnegie Commission on Higher Education
Title: A Digest of Reports of the Carnegie Commission
on Higher Education
Publisher: New York: McGraw-Hill Book Company, 1974

The report on higher education issued by the Carnegie Commission is about higher education and its needs and contributions in relation to the nation's social concerns and purposes. It is a digest of twenty-one reports throughout the six years prior to 1973. It includes useful information, indexes and analysis of their recommendations for policy implementation.

Author: Carnegie Commission on Higher Education
Title: Education Income and Human Behavior
Publisher: New York: McGraw-Hill Book Company, 1975

This Carnegie Commission publication is composed of essays reflecting the views of the respective authors concerning the social and economic value of education. The book contains a section in which essays deal with the direct financial returns to individuals, in particular the degree to which educational attainment produces higher annual and lifetime earnings. The second section documents the effects of education on savings behavior, illegal behavior, family size and social, political and economic attitudes. The essays substantiate the contention that formal schooling has its monetary, and non-monetary, rewards.

Author: Carnegie Council on Policy Studies in Higher Education

Title: Low or No Tuition: the Feasibility of a National Policy for the First Two Years of College

Publisher: Jossey-Bass, Inc., Publishing, 1975

This publication is an extensive analysis of how the proposals of low or no tuition for the first two years of college might be implemented on a national basis in light of existing patterns of variations in tuition and expenditures among the States. It concludes that this proposal is not feasible without Federal assistance and that it would have to include an increase in tuition for public higher education, as well as widespread adoption of aid to private higher education, primarily in scholarship aid.

Author: Carnegie Commission on Higher Education
Title: Quality and Equality: New Levels of Federal
Responsibility for Higher Education
Publisher: New York: McGraw-Hill Book Company, December,
1968

The study states that what the American nation needs from higher education is quality and equality. It is the Commission's view that colleges and universities should preserve academic quality if the intellectual resources are to prove equal to the challenges of contemporary life, and campuses must open new channels for equality of educational opportunities. For the attainment of these objectives, the following are proposed: (1) achievement of greater equality of opportunity for able young people by a "Civilian Bill of Educational Rights" for qualified youth without adequate financial means; (2) expansion of health service personnel by increasing medical school and programs for new types of medical school support personnel; (3) the continuation and expansion of programs for construction of community colleges and urban colleges; and (4) expansion of support to other research disciplines besides science.

Author: Carnegie Council on Policy Studies in Higher Education
Title: The Federal Role in Post-Secondary Education
Publisher: Jossey-Bass Publishers, 1975

This report discusses the responsibilities of the Federal Government in higher education and proposals for meeting those responsibilities. It states that the Government's responsibilities in higher education are: (1) Encouragement of equality of opportunity through higher education; (2) Support of the creative research capacity of higher education and the development in colleges and universities of the pool of talent that perpetuates this creative capacity whether in industry, government or universities; (3) Distribution among 50 states of both opportunity and creative research capacity; (4) Assurance of a reasonable degree of overall institutional health, for, without vital institutions, higher education can not make its full contributions to national welfare. The proposals were concerned with: Equality of Opportunity; Creative Research Capacity, National Balance; and Institutional Health. The programs proposed were a National Student Loan, Tuition Equalization Grants with the states, and a program of support for research libraries.

Author: A College Entrance Examination Board Colloquium
Title: Barriers to Higher Education
Publisher: New York: College Board Publications, 1971

The Colloquium examines the major barriers that stand between blacks, Chicanos, Puerto Ricans and American Indians and equal access to higher education. Among the major barriers considered were the tests, especially scholastic aptitude tests; college and university admission standards and policies; and, perhaps the greatest barrier of all, the cost of higher education. Proposals for change include changing the use of scholastic aptitude and achievement tests from screening to educational; freeing access to institutions; and changing from selective admissions to open admissions.

Author: College Entrance Examination Board
Title: Toward Equal Opportunity for Higher Education
Publisher: New York: College Board Publications, 1973

This report states that those students from the lowest level of income families have less than one-third the chance of completing an undergraduate degree as have students from families in the highest level of income. Compared to high income students of the same ability level, low income students graduate at a rate of 10 to 15 percent.

Author: Conrad, Clifton and Cosand, Joseph
Title: The Implications of Federal Education Policy
Publisher: American Association for Higher Education,
Washington, D.C., 1976

This research paper points out that the Federal Government has played a significant role in the support of higher education since the early days of the Republic. A distinction is made between identification of Federal policy through the legislative process authorizing programs and the implementation of Federal policy through the appropriation of funds for those programs. The study discusses competing priorities for Federal and state funds, different and in some cases diminishing enrollment trends, Federal assistance for student aid almost to the exclusion of institutional aid and the problem of maintaining low-cost public higher education while at the same time preserving a viable private higher education sector. The authors point out that current student aid funding levels are insufficient to bring about access and reasonable choice to disadvantaged students. They contend that increasing costs and rigorous financial needs tests are reducing college attendance rates of middle income students. A principal shortcoming of Federal policy is that it "fails to provide health and diversity of higher educational institutions." This study devotes a chapter to Federal policy and the issue, of equality of opportunity, and institutionalized health and diversity.

Author: Crossland, Fred E.
Title: Minority Access to College
Publisher: New York: Shocken Books, 1971

This Ford Foundation report states that in order for minorities (e.g., blacks, Spanish and Native Americans) to reach and maintain parity with the rest of the student population, three goals would have to be pursued: (1) minority freshmen would have to comprise at least 15 per cent of the national freshman class each year in the course of four or five years; (2) the academic attrition of undergraduate minority students would have to be no higher than that of all students; (3) minority students would have to comprise no less than 15 per cent of all levels of the education system.

Enrollment for minorities is disproportionately concentrated in early undergraduate years due to: entrance of more minority students into post secondary education, but not in the numbers required to reach parity; continuance of low academic survival rate for minority and disadvantaged students.

Author: Executive Office of the President, Office of
Management and Budget
Title: 1976 Catalog of Federal Domestic Assistance
Publisher: U.S. Govt. Print. Off., May 1976

This publication is a comprehensive listing and description of Federal programs and activities which provide assistance on benefits to the American public. It includes 1,026 programs administered by 54 different Federal departments, independent agencies, commissions and councils. The primary purpose of the Catalog is to aid potential beneficiaries in identifying and obtaining available assistance. The Catalog is also intended to improve coordination and communication on Federal program activities among Federal, state and local governments. Each program is described in terms of the specific type of assistance provided, the purpose for which it is available, who can apply for it and how they should apply. It also identifies Federal offices that can be contacted for additional information on the program.

Author: Fauntlerov, James, ed.
Title: Federal Education Program Guide - A Directory of Education Programs and Administrators
Publisher: Education Resources Division, Capitol Publications, Inc., Washington, D.C., Fall, 1976

This book is a multi-purpose resource for the education community in its dealings with the Federal Government. Its basis is 320 Federal programs of interest to administrators. The programs range from funding and technical assistance to compliance with Federal laws and regulations. Section A consists of organizational charts and listings of those programs with direct administrative responsibility over the 320 Federal programs described in the next section. Section B consists of programs selected from the May, 1976 Catalog of Federal Domestic Assistance. This information includes the authorizing legislation, applicant and beneficiary eligibility, amount of funding available in previous years, laws, regulations, guidelines and other pertinent data. Section C consists of four types of indexes to assist the user in finding the information he/she wants.

Author: Ferrin, Richard I.

Title: A Decade of Change in Free Access to Higher Education

Publisher: New York: College Board of Publications, 1971

This study attempts to provide an index of United States success in investment of considerable resources toward the expansion of access to higher education. The author states that universal access is for those who want to enter institutions of higher learning and are able to make reasonable progress after enrollment and can benefit from attendance. Given this statement, barriers are narrowed down to finances, academics, motivation and geography. The study discusses the barriers, stating what has been done and the effect upon students' access to higher education.

Author: The Fund for the Improvement of Postsecondary
Education, U.S. Dept. of Health, Education and
Welfare, Education Division

Title: Resources for Change - A Guide to Projects
1976-77

Publisher: U.S. Govt. Print. Off., 1976

This report is a compilation of 161 projects that received support from the Fund for the Improvement of Postsecondary Education for Fiscal Year 1976-77. The projects reflect the broad sweep of practitioners and organizations involved in American postsecondary education.

Author: Guerra, Manuel H. and others
Title: The Retention of Mexican American Students in
Higher Education with Special Reference to Bi-
cultural and Bilingual Problems
Publisher: California State College, 1969

The problem of retaining Mexican American students in institutions of higher education is reviewed in these 5 papers: "The Retention of Mexican American Students in Higher Education with Special Reference to Bicultural and Bilingual Problems" by Manuel H. Guerra; "Mexicanismo vs. Retention: Implications of Retaining Mexican American Students in Higher Education" by Philip Montez; "Retention of Mexican American Students in College" by Monte E. Perez. Maria Diaz, and Oscar Martinez; "Retention of the Chicano Student as a Comprehensive Program Unit of the Mexican American Student Organization" by United Mexican American Students at the University of California at Los Angeles; and "Problems of Retention as Seen by Mexican American Students" by members of a Chicano Ethnic Studies Class (conducted by Marta Schlatter).

Author Hamilton, Bruce I.

Title: Graduate School Program-For Minority/
Disadvantaged Students: Report of an Initial
Survey

Publisher: New Jersey: Princeton University, 1973

Based on data gathered in an initial survey, the author concludes that minority students are staying away, at least in the graduate level, from those areas that require extensive background in technical training, such as the physical sciences.

Author: Harclerod, Fred F.
Title: Disadvantaged Students: What Makes for
College Survival
Publisher: American Association for Higher Education,
Washington, D.C.; American College Testing
Program, Iowa City, Iowa, March 16, 1971

Useful definitions for both "educationally disadvantaged students" and "survival" are proposed. The approaches and results of many nationwide collegiate programs directed at recruiting and sustaining such students are discussed. Two basically different approaches are being taken: (1) the remedial approach; and (2) the "cultural difference" approach in which black culture and urban problems are stressed and field experience in the community is often part of the courses. Two programs, in particular those at Stanford University and Northeastern Illinois State College, are cited for their remarkably high survival rates. The latter, with its components, is described in some detail. On the basis of the review, the author concludes that disadvantaged students are clearly able to survive in college. Experience in a wide variety of institutions provides enough commonality of methods and results to encourage every institution to provide specialized personnel and services for establishing or improving college programs for the increasing numbers of disadvantaged students.

Author: Henderson, A. D. and Henderson, Jean D.
Title: Higher Education in America
Publisher: Jossey-Bass, Inc., Publishing, 1974

Higher Education in America provides an overview of the problems of higher education and examines the policies that prevail, with an emphasis on long-range trends and issues. The study states that education should aid in the further evolution of man and society, and this should be accomplished by a liberating education. They conclude that higher education should strive for the achievement of a more perfect society.

Author: Holland, Nora
Title: Students at a Disadvantage in Higher Education
Publisher: Council on Social Work Education, 1972

The author delves into the problems of the "educationally disadvantaged" which begin upon their entrance into primary school. The teachers and school administrators, often from a middle class background, view these students as deficient and in need of remedial and/or compensatory programs. The study accuses the almost non-differentiation between disadvantaged students and minority group students. The author concludes that programs for this kind of student should be: (1) flexible and voluntary; (2) geared toward meeting the needs of students as identified by them; (3) led by graduate students who were previously conditional students; (4) focused upon alleviating the anxiety generated by becoming a professional and heightened by being admitted as conditional; (5) designed to redirect the energy formerly used in coping with anxiety to engage more fully in the learning process; (6) provide the opportunity for the understanding of course material in a nonthreatening atmosphere; and (7) provide opportunity for individual help in the organization of papers and research projects.

Author: Horn, Robert E., ed.

Title: The Guide to Federal Assistance to Education

Publisher: New Century Education Corporation. 1975

This book is designed as a guide to Federal Programs which provide Federal assistance to education. The information includes authorizing legislation, purpose, applicant and beneficiary eligibility, office to contact, related Federal programs and other pertinent data.

Author: Knowles, Asa S.

Title: Cooperative Education: An Effective Education
for Minority Students

Publication: Resources in Education, September, 1971

Cooperative education, the combination of periods of on-campus classroom instruction with periods of off-campus experience, is particularly well suited to the needs of minority students in higher education. At a traditional four-year college, minority students are inclined to confine their associations to their own members, both on campus and at home. Such students, therefore, never become a part of a nonminority world. Colleges offering cooperative study lead minority students into off-campus assignments which involve them in new situations and new environments essential to their development as professional personnel. Cooperative education offers the minority student a chance for gainful employment-perhaps his first chance. This helps remove the fear that he will be unable to find employment after graduation. Through cooperative jobs, many youths are introduced to work experience and job responsibilities for the first time. Coop employers furthermore tend to show greater patience and understanding with student employees. Through cooperative education, the minority student has the opportunity to find employment in large corporations, in government offices, and in scientific and technological firms-places, where most minority students would never consider seeking employment.

Author: National Board on Graduate Education
Title: Federal Policy Alternatives toward Graduate Education
Publisher: National Academy of Science, 1974

This report is intended to be useful to those who have responsibility for recommending and formulating proposals for legislative and executive approval. It consists of a series of recommendations for improvements in graduate education, e.g. more scholarships, research for cultural development of the nation, and ensurance of the responsiveness of graduate education to the needs of society.

Author: Nuñez, Rene comr.

Title: A Proposal of Guidelines for Reordering Educational Processes of Recruitment and Admissions

Publisher: California State College, May, 1969

The premise of this paper (prepared for the Conference on Increasing Opportunities for Mexican American Students in higher Education, Long Beach, California, May 15-17, 1969) is that all educational institutions have a moral obligation to reorder priorities immediately to meet the needs of Chicano students for relevant, motivated education, enabled by public support and a sensitive appreciation of cultural differences between the majority and the Chicano culture. Set forth are philosophical and practical steps felt necessary for making public education equitable, relevant, and obtainable for Chicano students today. Plans for recruitment and admission of Chicano students are established which include general policy regarding committee formation, proportional representation, and financial support. Guidelines are proposed for 4-year state and private institutions of higher education as well as community colleges. Admissions criteria are delineated for students, faculty, and administrative personnel. The final section deals with sources of recruitment, and discussion centers on the high school, community, and specific sources of student recruitment.

Author: Rivlin, Alice M.
Title: The Role of Federal Government in Financing
Higher Education
Publisher: The Brookings Institution, 1961

This publication is concerned with the consideration of issues regarding the growth of the need for education by providing a background of the Federal government's role in financing higher education. It outlines the history of Federal programs and points out the principal issues that must be resolved. The monograph states findings about the demand for higher education, its increasing costs, and the plight of private colleges and universities. The author discusses various Federal programs for higher education and concludes with a discussion of methods of federal aid.

Author: Leon, David Jess

Title: Chicano College Dropouts and the Educational Opportunity Program: Failure After High School?

Publisher: High School Behavioral Science, Vol 3, No.1
February, 1975: 6-11

Intensive interviews with 15 Chicano students who recently withdrew from a college Educational Opportunity Program are examined to determine causes of withdrawal and potential solutions. Findings are examined from an ethnomethodological perspective and suggest that the Chicanos did not acquire a "contextual understanding" of the University or a familiarity with everyday routines of the institution. Implications for programs which meet the needs of students from minority or rural groups include: 1) informal supplements to structured supportive services, such as pairing of minority students with older students from the same minority group; and 2) preparation of students for university life as an integral part of high school education, perhaps in the context of social science courses.

Author: Lopez-Lee, David
Title: The Academic Performance and Attitudes Among Chicanos and Anglos in College
Publisher: Journal of Mexican American Studies, v. 1, Spring-Summer, 1972: 3-4, 201-22

A 2-phase study, performed to assess an Educational Opportunities Program (EOP) at a college, contrasted academic performance and attitudes of EOP Chicanos, regularly admitted Chicanos, and Anglos.

Author: Lowman, Robert P. and Spuck, Dennis W.
Title: Predictors of College Success for the Disadvantaged Mexican-American
Publisher: Journal of College Student Personnel, v. 16,
no. 1, January, 1975: 40-47

For 75 Mexican-American students in a transition year program at selective private colleges, multiple regression analysis revealed that nontraditional predictors such as low income, English difficulty, denied regular college admission, and high school underachievement with high IQ accounted for more variance in first year college success than did the traditional predictors.

Author: Rampson, Joe L.

Title: Minority Access to Higher Education in New York City

Publisher: City Almanac, v. 7, no. 2, August, 1972

Four benchmarks may be noted in efforts to reduce barriers to minority access to higher education in New York City; (1) National scholarship Fund for Negro Students (1949); (2) National Defense Education Act (1958); (3) Federal and New York State legislation (precollege programs to assist blacks and Puerto Ricans prepare for College, 1964); and, (4) Open Admissions Program in the City University. As a result of the various programs instituted, black and Puerto Rican enrollment in the city's institutions has substantially increased within the past few years. Only limited data are available to judge the success of these programs in achieving their goals: the precollegiate programs appear to be succeeding in that a higher proportion of the students finish high school, enter college, and succeed in college; the picture has been found to be less bright with respect to the college programs. Among the recommendations to accelerate progress in higher education for blacks and Puerto Ricans are: increased emphasis on education and intellectual development during the early childhood years; improved counseling at the high school level for the better selection of a post-secondary education opportunity; improved ongoing counseling and mandatory assessment counseling; reduction in faculty-student ratio and faculty load for remedial classes; systematic inservice training for teachers and administrators; use of trained tutors; and, a more educationally and economically integrated student-body.

Author: Samora, Julian and Galarza, Ernesto
Title: Research and Scholarly Activity
Publisher: EPOCA: The National Concilio for Chicano Studies
Journal, v. 1, no. 2, 1971: 51-4

Eight categories of demands being made by Mexican American students in higher education are discussed, and some leading questions which arise in each category are presented.

STUDIES AND REPORTS

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L. Miranda and Associates

Author: Alicea, Victor G., and Mathis, Julie
Title: Determinants of Educational Attainment Among
Puerto Rican Youth in the United States
Publisher: Washington, D.C.: The Puerto Rican Research
and Resources Center, Universidad Boricua,
April 1975

Through a series of interviews, this study identified circumstances and variables which lead to the retention of students in high school, and their achievement of academic success. The findings showed that "stay-ins" come from closer, more stable families. Crucial factors influencing attitudes toward school appear to be: knowing how to perform in order to get the approval of teachers, and receiving the necessary guidance and help from teachers. Students and parents participating in all aspects of the study called for the development of a school system that instills pride and confidence in Puerto Rican students, and that responds to their background and particular educational needs resulting from this background.

Author: Aspira, Inc.

Title: National Conference Meeting the Special Education Needs of Urban Puerto Rican Youth

Publisher: U.S. Dept. of Health, Education and Welfare;
Office of Education, Bureau of Education, 1968

This publication presents the findings of a national conference organized by Aspira, Inc. The main objective of the conference was to emphasize that Puerto Ricans need a special program in education, not one designed for a similar group. This argument is based on the issue that Puerto Ricans have special educational problems, e.g., bilingualism, Puerto Rican culture, etc. The document explores bilingual education programs, parent education, and calls for the creation of several new admissions and scholarship opportunities specifically for Puerto Rican youth.

Author: Bell, T.H., Commissioner of Education
Title: Annual Report of the Commissioner of Education
FY 1974
Publisher: U.S. Government Printing Office, Washington, D.C.,
(1975)

This report assesses the condition of education in the U.S. and provides descriptions of programs administered by the Office of Education. It criticizes the school system for its slowness to adapt to changing needs-particularly in the area of equality of opportunity of education. The report states that this is due to the decentralization of education, with authority resting with the states. It pinpoints inequities in public school finance, the financial stress of non-public schools, segregation in urban schools, an emerging teacher surplus and inadequate school policy development, as the principal problems in education. Six special interest areas have recently risen to prominence: optional education, children's and women's rights, career education, special education, bilingual education, and broadening of opportunities for postsecondary education. More than 20 Federal agencies have a hand in education. The Office of Education is responsible for some 120 programs with appropriations of about \$6 billion a year. These programs focus the Federal objectives in education which are: 1) equalizing the educational opportunity for the disadvantaged; 2) improving quality and relevance of education; and 3) providing support to states for postsecondary, adult and vocational education.

Author: Cruzado, Maria, and Hernandez, Carmen D.
Title: Status of Perto Ricans in City University
of New York
Publisher: City University of New York, 1972

The purpose of this report is to identify the crisis facing the Puerto Rican Community in the area of higher education, specifically in the City University of New York. The situation concerning Puerto Rican students is discussed, as well as the status of Puerto Rican personnel. The report's findings show that the Puerto Rican community has been one of the major sources of unskilled labor in the northeast region of the United States. Therefore, if permitted to continue, the closed academic system described spells for this Community a perpetuation of unskilled jobs and social and economic oppression. The report concludes with a series of specific recommendations in relation to both Puerto Rican students and staffing of Puerto Ricans at CUNY.

Author: de los Santos, Alfredo, Jr.
Title: Career Education, The Comprehensive Employment
and Training Act of 1973 and the Spanish
Speaking
Publisher: Resources in Education

Ideas, comments, and points made by the participants at the symposium for Bilingual-Bicultural Manpower Development are included in this paper. Some basic information about career education (its philosophy, definitions, and models) are outlined. The models show the 3 main phases in the career process: awareness, orientation and exploration, and preparation. Some issues pertaining to the implementation of the career education concept and the provisions of the Comprehensive Employment and Training Act of 1973 (CETA) for implementing career education models to better serve the Spanish Speaking are discussed. Issues, particularly as they relate to the problems of the Spanish-speaking student in higher education, are: the career education definition; its financing; curriculum development and articulation; the need for in-service training for present professional staff; and the lack of instructional materials. Three basic recommendations are: the Secretary of Labor should fund a bilingual, K-16 career education model, as authorized under Title III used to provide educational opportunities to the Spanish Speaking to staff programs which will primarily serve them; and agencies/organizations/institutions that are charged with implementation the first 2 recommendations should be given the responsibility and resources to develop bilingual materials for youngsters and adults.

Author: Franklin, Mayer J., Martin, Terry and Sanchez, Corinne

Title: Proceedings of the Conference on Increasing Opportunities for Mexican American Students in Higher Education

Publisher: California State College, Long Beach, May, 1969

This monograph discusses the problems of recruitment, retention and financial assistance for Mexican American students. The Conference from which these proceedings were made took place in May, 1969 with representations from the five southwestern states. Among the resolutions passed in the Conference were: (1) to establish a National Mexican American scholarship foundation; (2) to replace college admission tests with other methods of assessing student potential; (3) to have local, state, and the Federal Government provide funds for the establishment of college counseling centers, and employ Mexican American students for elementary school counseling.

Author: Karr, Ken and McGuire, Esther
Title: Mexican Americans on the Move--Are Teacher Preparation in Higher Education Ready?
Publisher: Resources in Education, 1969

Failure of the educational system to provide for the Mexican American student can be seen by his dropout rate which is twice that of the national average and by his schooling ratio which is 8 years compared to 12 years for the average Anglo. In order to solve the problems of the low-income, bicultural, bilingual Mexican American student, higher education must prepare teachers who can cope with cultural, psychological, and linguistic conflicts. To be effective in solving these problems a teacher needs training; (1) to understand the dysfunctions between the values of the Mexican American culture and that of the Anglo; (2) in counseling the particular difficulties of this group; and (3) in linguistics and courses on how to teach English as a second language.

Author: Lucas, Isidro

Title: Puerto Rican Dropouts in Chicago: Numbers and Motivation

Publisher: U.S. Dept. of Health, Education and Welfare
Washington, D.C., 1971

Isidro Lucas' study, conducted in Chicago, is aimed at finding reasons and solutions to the situation in which Puerto Rican youths in the U.S.A. are dropping out of school. Among the causes identified were: (1) self-identity problems caused by discrimination; (2) poor aspirations, reading habits and commitment to do homework; (3) lack of courses in Puerto Rican culture; (4) lack of an active role played by their families in the school; and (5) limited number of Spanish-speaking teachers. The author proposed a Dropout Prevention Program.

Author: Madeira, Eugene L.
Title: The Puerto Rican Involvement in Educational
Opportunity Fund Programs for the Disadvantaged
Publisher: Glassboro State College, New Jersey, 1970

The purpose of this study was to analyze Puerto Rican response to the opportunities for higher education and to survey the prospects of recruiting more Puerto Ricans in "Educational Opportunity Fund Programs." Camden, New Jersey was chosen as a representative medium-sized city with a Puerto Rican Community.

Author: Mayor, Franklin J., ed. and others

Title: Proceedings of the Conference on Increasing Opportunities for Mexican American Students in Higher Education

Publisher: California State College, May 1969

The conference was conducted in order to propose solutions to the problems that confront the Mexican American student in higher education in areas of recruitment, retention, and financial assistance. Colleges and universities from 5 Southwestern states sent teams (student, faculty member, administrator, junior college representative, high school counselor, and representative of the Mexican American community) to participate in the conference. The conference proceedings present: the keynote address given by Armando Rodriguez, formerly Chief of Mexican American Affairs Unit in the U.S. Office of Education; selected remarks by various participants; and an address by Philip Montez, Regional Director, Los Angeles, United States Civil Rights Commission. Suggestions taken from the general session, the problems and issues discussed in the workshops, and the resolutions passed by the conference are given. Selected remarks from the closing address given by Father Henry J. Casso, Vicar of Urban affairs, San Antonio, Texas, conclude the report.

Author: U.S. Commission on Civil Rights
Title: A Better Chance to Learn: Bilingual-Bicultural Education
Publisher: U.S. Govt. Print. Off., 1975

In this report, the Commission examines the extent to which bilingual bicultural education is an effective educational approach for increasing the opportunity of language minority students. The report assesses the educational principles behind bilingual bicultural education but does not analyze findings from existing bilingual bicultural programs since few reliable data are available. The Commission's basic conclusion is that bilingual bicultural education is the program of instruction which currently offers the best vehicle for large numbers of language minority students who experience language difficulty in our schools.

Author: U.S. Commission on Civil Rights
Title: The Federal Civil Rights Effort-1974 Vol. III-
To Ensure Equal Educational Opportunity
Publisher: U.S. Government Print. Office, January 1975

This report evaluates the effort to ensure equal educational opportunity by three Federal agencies, the Department of Health, Education and Welfare (DHEW), the Internal Revenue Service of the Department of the Treasury and The Veterans Administration. The report's findings show that, although these agencies have the responsibility for preventing discrimination against minorities and women in public and private elementary and secondary schools, institutions of higher education, proprietary institutions, and on-the-job training programs which receive Federal assistance have dealt inadequately with the major problems which remain in these areas.

Author: U.S. Commission on Civil Rights--Mexican American Education Study

Title: Report I: Ethnic Isolation of Mexican Americans in the Public Schools of the Southwest

Publisher: U.S. Govt. Print. Off., April, 1971

The results of the Commission's Mexican American Education Study were published in six reports. This first report examines: (1) the size and distribution of the Mexican American enrollment, educational staff, and school board membership; (2) the extent of isolation of Mexican American students; and (3) the location of Mexican American educators in terms of the ethnic composition of schools and districts in which they are found. This report also describes the size and distribution of the Spanish-surnamed enrollment throughout the U.S. The three basic findings are: (1) Mexican American students are severely isolated by school district and by schools within individual districts; (2) For the most part, Mexican Americans are under-represented on school and district professional staffs and on boards of education; (3) The majority of Mexican American staff and school board members are found in predominantly Mexican American schools or districts.

Author: U.S. Commission on Civil Rights--Mexican American Education Study

Title: Report II: The Unfinished Education

Publisher: U.S. Govt. Print. Off., April, 1971

The second of the series reporting on the nature and scope of educational opportunities for Mexican Americans in the public schools of the Southwest, focuses on the performance of the schools as reflected in the achievements of their pupils. From information gathered primarily through a survey of superintendents and principals in school districts having enrollments of at least 10 per cent Spanish-surnamed, the Commission found: that minority students in the Southwest--Mexican Americans, blacks, American Indians--do not obtain the benefits of public education at a rate equal to that of their Anglo classmates, regardless of the measure of school achievement used. (The Commission utilized the five standard student performance measurements.) It found the schools failing the Mexican American students in: 1) their inability to hold minority students through 12 years of schooling; consistently low reading achievements; 2) extensive classroom failure which necessitates grade repetition; 3) resultant overage of the student who has been left behind; 4) and lack of student participation in extracurricular activities.

Author: U.S. Commission on Civil Rights-- Mexican
American Education Study

Title: Report III: Educational Practices Affecting
Mexican Americans in the Southwest

Publisher: U.S. Govt. Print. Off., May 1972

This report examines denial of equal educational opportunities for Mexican Americans by exclusionary practices. The dominance of Anglo values is apparent in the curricula at all educational levels; in the cultural climate which ignores or denigrates Mexican American mores and the use of the Spanish language; and in the exclusion of the Mexican American community from full participation in matters pertaining to school policies and practices. The Commission sees immediate need for further enlightened procedures to unify what are now disparate groups in the school systems of the Southwest.

Author: U.S. Commission on Civil Rights--Mexican American Education Study

Title: Report IV: Mexican American Education in Texas: A Function of Wealth

Publisher: U.S. Government Printing Office, August, 1972

This is the fourth in the Commission's serie of reports investigating the barriers that lie between Mexican Americans and equal educational opportunity in the Southwest. It is unique among this series in that it focuses only on Texas which, alone of the five Southwestern States, enrolls the majority of its Chicano students in predominantly Chicano school districts. In this report, the fiscal practices of the State which restrict equal access to education are examined.

Mexican American school districts in Texas have been found to be handicapped in the following ways; 1) lower property valuations in Mexican American districts result in less revenues although they levy higher taxes; 2) even at an equal tax rate, the burden falls most heavily on lower-income Mexican Americans because no tax relief is provided; 3) State aid under the Foundation Program does not equalize the tax burden nor offset disparities in locally raised revenue. On the contrary, the Foundation Program contributes to the inequities in local efforts by requiring Mexican American districts to pay more than their rightful share of Foundation costs. Consequently, Mexican American districts receive three-fifths less revenue per pupil from State and local sources than Anglo districts receive.

Author: U.S. Commission on Civil Rights--Mexican
American Education Study

Title: Report V: Differences in Teacher Interaction
With Mexican American and Anglo Students

Publisher: U.S. Govt. Print. Off., March 1973

This report focuses on the denial of equal educational opportunities for Mexican Americans as reflected in the classroom disparity in verbal interactions between teachers and Mexican American and Anglo students. The report's findings show that, in order to insure that no group of students is excluded from full participation, changes are needed both in preparing the individuals who will teach Mexican American students and in making the educational program more relevant for those students.

Author: U.S. Commission on Civil Rights--Mexican American Education Study

Title: Report VI: Toward Quality Education for Mexican Americans

Publisher: U.S. Govt. Print. Off., February, 1971

This sixth and final report focuses attention on specific problems in the education of Mexican American children and recommends action to various levels of government and the education community which may lead to solution of these problems. The report's recommendations are based on three principles: (1) The language and culture of Mexican Americans should be an integral part of the education process; (2) Mexican Americans should be fully represented in educational decision-making positions; and (3) Federal, state and local governments should provide funds needed to implement those recommendations.

Author: U.S. Commission on Civil Rights
Title: Puerto Ricans in the Continental United States:
An Uncertain Future
Publisher: U.S. Govt. Print. Off., October 1976

This report looks at the Puerto Rican community in the continental United States in order to identify its relevant social and economic characteristics and those issues of primary concern to this group. Special attention is given to the employment and educational characteristics of Puerto Ricans residing in the United States, and to whether government at all levels has addressed their needs.

The report concludes that Puerto Ricans represent a growing segment of our language-minority whose special needs for meaningful job training programs and bilingual-bicultural education have not been adequately met by Federal, state and local governments, whose programs have failed them. It is incumbent upon government at all levels, according to this study, to guarantee that the rights of Puerto Ricans are not denied and that their special language needs are taken into consideration.

Based on its findings, the report includes five specific recommendations which would begin to meet the needs of this population group.

Author: U.S. Congress. Senate. 91st sess, Select Committee
on Equal Educational Opportunity

Title: Hearings, Part 8 - Equal Educational Opportunity
for Puerto Rican Children

Publisher: U. S. Govt. Print. Off. 1970

The proceedings of the first hearings on Puerto Rican education held over three days in November, 1970 on Equal Educational Opportunity for Puerto Rican children presents testimony by leading Puerto Rican educators and concerned citizens documenting the failure of the educational system at all levels toward Puerto Rican students in the continental United States. The document includes position papers and miscellaneous articles and publications, some on the underrepresentation of Puerto Rican students in higher education (p. 3796 - 3806).

Author: United States Congress.Senate. Select
Committee on Equal Educational Opportunity

Title : Toward Equal Educational Opportunity

Publisher: AMS Press Line, 1974

This work studies the effectiveness of existing laws and policies aimed at assuring equality of educational opportunity. Included are policies with regard to segregation on grounds of race, color, or national origin. And the extent to which these policies are applied uniformly in all regions of the United States. The Committee's fundamental recommendation is that the Congress and the executive Branch unite in a national policy which supports the Constitution, recognize the potential benefits of quality integrated education and commit its efforts to helping local communities assure that desegregation -whether voluntary or under legal requirement- is responsive to the legitimate concerns of parents and students from all backgrounds.

Author: U.S. Office for Civil Rights
Title: Title VI of the Civil Rights Act of 1964--Ten
Years Later
Publisher: U.S. Govt. Print. Off., July, 1974

This report describes the civil rights accomplishments in the area of nondiscrimination in the Federally-Assisted Programs since the July 5, 1973 amendment to Title VI of the Civil Rights Act of 1964. The report also describes the current and future activities of the Office for Civil Rights. It focuses on civil rights in Education in the areas of race discrimination, sex discrimination and discrimination against the handicapped. It also reports on the advances in the area of employment, health and other social services.

Author: U.S. Office of Education - Office of Planning,
Budgeting and Evaluation

Title: Annual Evaluation Report on Programs Adminis-
tered by the U.S. Office of Education - Fiscal
Year 1975

Publisher: U.S. Govt. Print. Off., 1975

This report contains an overview of the effectiveness of Office of Education programs. In addition, the report includes highlights of studies completed in Fiscal Year 1975, brief descriptions of studies still in process at the end of FY 1975, examples of the uses of evaluation studies and descriptions of each of the programs administered by the Office of Education as of June 30, 1975. Included in the description of each program is its legislative authorization, its funding history for the last 10 years, its goals and objectives, its operational characteristics, its scope, information about its effectiveness, ongoing and planned evaluation studies and sources of evaluation data.

Author: U.S. Office of Education

Title: Progress of Education in the United States of America: 1972-73 and 1973-74 (Report for the 35th International Conference on Education, sponsored by the U.N. Educational, Scientific and Cultural Organization, International Bureau of Education)

Publisher: U.S. Govt. Print. Off., 1975

Part of a series prepared for the 35th International Conference on Public Education held in Geneva, Switzerland (1975), this report summarizes the trends in education in the U.S. today, including current Federal role, and presents background information on the organization and administration of American education. The paper contains statistics compiled by the Education Division's National Center for Education Statistics (DHEW). The statistical material covers the 1973-74 school year, some enrollment data for the 1974 fall semester, and assorted data from earlier years to indicate trends or comparisons. The report concludes with a discussion on the changing role of the teacher and implications for preservice and inservice education.

Title: Proceedings of the Conference On Increasing Opportunities for Mexican American Students in Higher Education-Long Beach, California. May 1969

Publisher: U.S. Office of Education, Washington, D.C.

Sponsored by the United States Office of Education, in association with California State College at Long Beach and the United Mexican American Students (UMAS), a National Training Program for Teachers, Counselors, and Administrators involved in the recruitment, the retention, and the financial assistance of the minority group student was initiated in February, 1969.

The central activity of the training program consisted of a National Conference which was held May, 1969 at Long Beach, California.

The areas for discussion during the conference were outlined from the contents of ten position papers written by noted experts, students, and members of the community on the problems of recruitment, retention and financial assistance.

One of the salient articles is that by Manuel H. Guerra, et al entitled "The Retention of Mexican American Students in Higher Education with Special Reference to Bicultural and Bilingual Problems:. The paper explores the bilingual and bicultural deficiencies and merits of Mexican American Students, and proposes an educational system which recognizes contemporary needs and future planning. Among the author's recommendations are that: 1) admission and academic standards be reviewed; 2) Instruction in bicultural studies; and 3) bilingual education.

Author: Puerto Rican Congress of New Jersey

Title: Final Report on Needs Assessment of the Processes, Programs, and Services Used to Enroll Spanish Speaking Students in Higher Education in New Jersey: Educational Opportunities and the Hispanic College Student

Publisher: Resources in Education, 1974

In 1973 the Department of Health, Education and Welfare, in an effort to improve the delivery of services to Spanish-speaking people in the State of New Jersey, granted monies to the Puerto Rican Congress for the purpose of conducting a Needs Assessment Study in Higher Education. Specifically, the study was to provide information to the Regional Director for Region II (New Jersey's region) in order to assist his efforts in strengthening recruiting programs; improve the administration of the Basic Opportunity Grants; assist the TRIO Program components in improving the delivery of services to Spanish speakers; and, enhance the use and administration of the RD (Research and Development) Review and sign off procedures. Four populations were involved in the research: university or college administrators, and Spanish-speaking community organizations. Fifteen colleges representatively distributed in the three regions into which the state is usually divided were selected because they are located in areas with large concentrations of Spanish speakers. Fifteen high schools in the state were also selected on these bases. In addition 15 community organizations which primarily serve the Spanish-speaking community were selected.

Author: Rodriguez, Armando

Title: Financial Assistance of Mexican American Students
in Higher Education

Publisher: California State College, May, 1969

The problem encountered by Mexican Americans in finding and obtaining sources of financial aid to enter and continue in higher education is reviewed. Financial assistance provided by the Federal Government is described and discussed. Programs such as Talent Search, Upward Bound, Educational Opportunity Grants Program, National Defense Student Loan Program, and the College Work-Study Program are emphasized. Additional programs pointed out include Guaranteed Loans, Teacher Corps, High School Equivalency Program (HEP), and the High Potential Program. Eight scholarships designed specifically for Spanish-speaking students and 4 national organizations of Mexican Americans also offering scholarships are listed, along with addresses for obtaining information.

Author: Rodríguez, Armando
Title: The Mexican American and Higher Education
Publisher: Resources in Education, 1968

The educational picture of the Mexican American is seriously impaired by the lack of Mexican Americans in schools of higher education. The high school graduate has had his cultural values and language assailed by the dominant Anglo culture. Psychologically scarred, he is faced with other impediments to personal and educational achievement. He is confronted with weak counseling programs, inadequate study habits, culture and value conflict, lack of adequate guidance and encouragement, the isolation encountered in the educational environment, and partial rejection by his parental group, peer group, and community. The Mexican American student in higher education needs intensified counseling to ease personal conflicts and to overcome a fear of the new learning experience. He also needs guidance and direction in the transition from family orientation to self orientation. Several statistics are included.

Author: Schwartz, Audrey James
Title: Comparative Values in Achievement of Mexican-American and Anglo Pupils
Publisher: Center for the Study of Evaluation
UCLA Graduate School of Education
Los Angeles, California, 1969

This study concerns the differences in value orientation among Mexican American students as compared to Anglos. Hypotheses supported by the data obtained were:
(1) There are substantial differences in some special value orientations between Mexican American and Anglo pupils from similar socio-economic backgrounds; (2) Mexican American pupils from families of high socio-economic status are more similar to Anglo pupils from families of lower socio-economic status; (3) Mexican American pupils in integrated schools have value orientations which are more similar to those of Anglos, than have Mexican American pupils in other schools.

Author: Southwestern Committee for Higher Education
Title: Access to College for Mexican Americans in the Southwest. Report of Action Conferences
Publisher: College Entrance Examination Board, Palo Alto California, 1972

The College Board sponsored a series of 5 conferences in 5 southwestern cities for educators in Arizona, California, Colorado, New Mexico, and Texas from 31 July through 4 August, 1972. The conferences were held in Phoenix, San Diego, Denver, Albuquerque, and Austin. The purpose of the conferences was to explore ways to bring about improvements in high access to higher education for Mexican Americans. As a result of these conferences there were 147 recommendations, from which 30 were selected as being relevant to the entire region. The 30 recommendations of more than 200 educational leaders throughout the southwest are included in this report. These recommendations have been grouped into 4 categories: (1) recommendations to conferees; (2) recommendations to institutions; (3) recommendations to governmental agencies; and (4) recommendations to private agencies. The individual state recommendations are also included.

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Author: Takesian, Sarkis Allen.

Title: Comparative Study of the Mexican-American Graduates and Dropouts

Publisher: University of Southern California, June, 1967

This study investigates various aspects of the problems experienced by Mexican American students. It recommends that: (1) Both the elementary and secondary schools expand their language arts programs; (2) teachers ~~make a greater attempt~~ to understand the background of Mexican Americans; (3) History, English and Math be made a more valuable experience; (4) there be better counseling services in elementary school; (5) factors that make students drop out be lessened; (6) high school counselors work on an individual basis discussing ambitions and goals; (7) courses and activities be geared more to the individual; and (8) effective counseling begin at an early period.

Author:

Title: Task Force on Education, Cabinet Committee on
Opportunities for Spanish Speaking People, Fiscal
Year 1971

Publisher: Resources in Education, June, 1971

Seventeen recommendations by the Education Task Force for the improvement of education for the Spanish speaking are given. These recommendations were made to the President and to departments which provide programs and services for the Spanish speaking. The recommendations pertain to funding applications, job specifications, teacher education, supplemental and supporting services, special programs, career education, elementary and secondary education, adult education. The needs of higher education, and community and junior Colleges. Two of the recommendations are to: (1) ensure participation programs which affect the educational attainment of their communities and (2) intensify the efforts of the Commissions on Civil Rights to insure equal educational opportunities for the Spanish speaking. The report also discusses the status of Federal programs, commenting on: the lack of specific goals and objectives; the lack of Spanish speaking in leadership positions; rules and regulations; proposal requests; panels; and prime contractors for Federal government operations.

Author: University of New Mexico, Institute for Social
Research and Development

Title: A Report of the University of New Mexico's
College Enrichment Program

Publisher: Resources in Education October 15, 1971

The University of New Mexico College Enrichment Program (CEP) recruits disadvantaged students to the campus, helps them prepare for college life with an intensive summer orientation, helps them obtain financial assistance, and aids them in dealing with the college environment via counseling, tutoring, and other supportive services. The CEP's immediate objective is to retain students in college. Long-range goals are to increase the proportion of disadvantaged students at the university, to help them complete their education, to increase their rate of entry into the professions, to aid the university in examining the manner in which it acts upon young people from disadvantaged backgrounds, and to aid in the development of human skills and to promote the application of those skills to real needs. Retention rate is the key measure used in the evaluation of the CEP. In addition, grade point average, development of reading skills, and development of study attitudes and study habits are examined. Evaluative research findings indicate that the CEP has had significant influence on the retention of disadvantaged students and has provided major impetus in motivating participating students to attain a college degree.

UNPUBLISHED DOCUMENTS

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L. Miranda and Associates

Author: Federal Interagency Committee on Education
Title: Task Force Report on Higher Education for
Chicanos, Puerto Ricans, and American Indians,
April, 1973

A study undertaken by the FICE Task Force on Higher Education for Disadvantaged Minorities to survey the extent to which the goal of insuring equal access to higher education for all Americans, as a national objective, has been met by various Federal agencies. The general recommendations are: (1) examining existing educational services and training programs with the purpose of targeting increased funds to Chicanos, Puerto Ricans and American Indians; (2) collecting of racial and ethnic enrollment, and other educational data; (3) examining of program's funding for overcoming language barriers and for curricula, textbooks and teaching materials to include the contributions of the target cultures; (4) studying the factors which affect the successful participation of disadvantaged minorities in formal education systems; (5) developing new and better approaches for adult education; (6) improving educational delivery systems.

Author: Gomez, Angel I.

Title: Mexican Americans in Higher Education

Publisher: Resources in Education. Paper presented at symposium on Mexican American Education, Society for Applied Anthropology meeting, Tucson, Arizona April 12-14, 1973

Pinpointing specific recommendations for higher educational reform, the paper advocates changes in the recruitment, admittance, retention, and commitment to Mexican Americans. Investigating these areas, the report finds: (1) College admissions offices often recruit from other institutions, bypassing local "barrios", (2) Unrealistic grade expectations and an unwillingness to work with students who do not fit the Anglo mold bar Mexican Americans from higher education. To retain these students, an environment is needed that provides reinforcement for individual motivation and cultural relation. Also, courses depicting Mexican heritage and culture would develop a stronger self-identification for the Mexican American student and a better understanding for the Anglo. Funding of Mexican American student services and academic programs should be an integral part of the university budget rather than a "special" and temporary fund.

Author: Nieves, Josephine and Martinez, Margaret
Title: Puerto Rican Women in Higher Education in the United States- Paper presented to the Conference on the Educational and Occupational Needs of Hispanic Women, the Women's Research Program, National Institute of Education

The authors explore the importance of higher education to Puerto Ricans in securing employment, attaining some measure of economic stability, moving out of the poverty cycle, and ending the socio-psychological and health problems related to prolonged economic deprivation. Using City University of New York as an example, the authors look at the effects of retirement policies which seriously curtail previously adopted outreach programs and scholarship support for minority students and others unable to afford tuition. They examine the status of Puerto Rican and other Hispanic women as students, faculty, and administrators in institutions of higher education.

Author: Noboa-Rios, Abdin

Title: Issues and Problems in Higher Education As They Relate to Puerto Ricans: Toward a Conceptual Approach - Paper presented to the National Conference on the Educational Need of the Puerto Rican, Cleveland, Ohio, April 1975

The author points out that little attention has been given to the expansion of secondary education studies into the area of postsecondary education, i.e., higher education. He also states that there is a paucity of analytic literature on the education of the Puerto Rican, and an obvious lack of accurate data on the present higher education crisis. Barriers to the advancement of Puerto Ricans into higher education include institutional barriers and community and family support systems. Dr. Noboa recommends that national-scale strategies, although necessary, must be properly designed and administered to systematically include local community input in concert with specific national goals. These must be aimed at the improvement of educational options for all Puerto Ricans.

Title: Position Paper Relating to the Present Method
of Allocating Funds for the Spanish-Speaking
Community by Governmental Agencies

Publisher: National Puerto Rican Coalition, N/D

This paper focuses on the issue that legislation and allocation of funds for existing and proposed programs to meet the needs of Spanish-speaking Americans nationwide, would have a minimum impact on Puerto Rican communities. According to this paper, most of these programs have been designed and geared toward the larger Mexican American groups to be implemented by Mexican American organizations, thus relegating Puerto Ricans to a substantially inferior role in program outreach and funding. The National Puerto Rican Coalition advocates a more equitable representation and more just method of allocating program funds, to reflect the reality of the population's ethnic composition.

APPENDIX B

THE FEDERAL ROLE IN MEETING
THE EDUCATIONAL NEEDS OF CHICANOS AND
PUERTO RICANS, WITH SPECIAL EMPHASIS
ON HIGHER EDUCATION

ANALYSIS OF LITERATURE

DHEW, OE Contract No. 300-76-0434
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INTRODUCTION

INTRODUCTION

This analysis of the most significant literature on the higher education of Chicanos and Puerto Ricans is based on the compilation of the annotated bibliography prepared for this study. In addition, other new sources were uncovered during the analysis and used for this report. Focus of the analysis was on two major issues:

- o Special education needs and problems encountered by these two groups in terms of access to and retention in higher education institutions
- o The federal role in meeting the education needs of these two groups, especially in higher education.

Despite the publication of numerous educational statistics on Chicanos and Puerto Ricans, there is an obvious lack of accurate data on their present crisis in higher education. Publications, surveys, reports and studies concerning the postsecondary education of Chicanos and Puerto Ricans usually incorporate aggregate data on the Spanish-speaking. These, in addition to being highly suspect, usually do not differentiate among the various Hispanic groups (e.g., Mexican-Americans, Puerto Ricans, Chicanos, Dominicans). In addition, these estimates are available only since the late 1960's.

Another problem with data concerning the Spanish-speaking population is that the figures are low (an undercount factor)- a criticism leveled at the official U.S. Census whose accuracy in the 1970 census was questioned even before the counting had been completed, and subsequently documented.

According to one author, the Mexican-American population is difficult to define, locate and study. For example, a damaging result of data depicting Chicanos as being almost exclusively in the Southwest is that it tends to give decision-makers the impression that all Chicanos live in that area of the country. Thus, the tendency is to address the Chicano issues as regional issues rather than national ones.

The Puerto Ricans, on the other hand, present a different and more difficult, problem. Since there is considerable traffic between the States and Puerto Rico, there is difficulty in assuring that no double counting takes place, in addition to the tendency to regionalize and overlook second and third generation Puerto Ricans born in the continental United States.

In other words, the lack of solid and accurate statistical information on Chicanos and Puerto Ricans proved to be a problematic task in terms of documenting specific issues. Nevertheless, the information here presented will provide the reader with a panoramic view of the current status of Chicanos and Puerto Ricans in higher education, as well as the key role played by the Federal Government in providing equal education opportunity for these two groups, as presented in the available literature.

The first chapter of this analysis presents a historical background on federal legislation and policy affecting higher education, and what trends have been established by this federal involvement.

Chapter two provides an analysis of the education status of Chicanos and Puerto Ricans in the United States. A historical background on these two groups' participation in American education is presented, followed by socio-economic characteristics and access to higher education, a detailed account of their participation in higher education, and barriers to their active participation at this level.

The third chapter interprets and analyzes the federal role vis-a-vis the actual educational experiences of Chicanos and Puerto Ricans in higher education.

Chapter four summarizes the information discussed and presents final conclusions.

Appendix A contains selected bibliographical references. The new sources of information found for this study and not included in the bibliography and annotated bibliography prepared earlier have been included in this Appendix. In addition, some tables contain sources which have not been included in Appendix A.

CHAPTER ONE
THE FEDERAL ROLE
IN HIGHER EDUCATION

HISTORICAL BACKGROUND¹

The authority for education in the United States is decentralized. This authority and responsibility has been delegated to the states since the tenth Amendment of the Constitution provides that

*The powers not delegated to the United States by the Constitution, nor prohibited by it to the states, are reserved to the states respectively, or to the people.*²

In other words, each state has the right and responsibility to organize and operate its educational system as it deems appropriate, subject to constitutional guarantees of the rights and privileges of U.S. citizens.³

Although the financial responsibility for the support of higher education has historically rested on the individual states, the Federal Government has played a significant role in the evolution of higher education in this nation.

Prior to the late 1700's, government support for higher education was strictly at the local level. The first precedent of government support was set in 1636 when the General Court of Massachusetts appropriated funds for the establishment of Harvard College.⁴ It was not until the passage of the Northwest Ordinance in 1787 that the Federal Government made its initial effort to be involved in higher education. One of the

provisions of this Ordinance was that for each state admitted to the Union, two townships would be reserved for the support of a university. As a result, all but three states admitted to the Union after 1802 were granted land as an endowment for a university.⁵

The first example of the Federal Government's willingness to support higher education institutions was when Congress established military institutions to serve the national interest. In 1802 the U.S. Military Academy at West Point was established followed by the U.S. Naval Academy in 1845.⁶ Federal involvement in both was based on the nation's need to produce skilled manpower.

During this first half of the nineteenth century another important milestone in the Federal Government's involvement in higher education came about. In 1830 the Franklin Institute of Philadelphia was given a federal contract for investigating the cause of explosions in steam boilers.⁷ This marked the first step to tap the research potential of higher education institutions.

The second half of the nineteenth century reflects an increased involvement in the nation's higher education by the Federal Government through legislative action in terms of specific federal concerns. Although a sustained federal commitment to the vitality of higher education is not realized

at that time, federal legislation and funding patterns started to lay the foundations for viewing higher education as being in the national interest after the second World War.⁸

In 1862 Congress passed the Morrill Act, which gave land-grants to the states. The educational thrust of these "land-grant colleges" was on professional and vocational education, and on practical research activities directly related or applicable to the needs of a growing nation.

As Conrad and Cosand explain, the passage of the Morrill Act marked the emergence of a definable federal role in higher education because it:

- o Introduced the policy of categorical grants for institutions of higher education
- o Did not require land-grant institutions to be public in support, thereby setting an important precedent that federal support would not be limited to public institutions
- o Established the policy whereby the Federal Government would provide for the "general welfare" in strengthening manpower development in designated areas
- o Recognized the need for higher educational institutions to remain autonomous in control¹⁰

By 1887 the Hatch Act was passed by Congress marking the first federal support to the states for practical research.¹¹ In 1890 a Second Morrill Act authorized federal funding in the areas of natural sciences, agriculture, and engineering.¹² This 1890 Morrill Act further committed the government to support these institutions since their annual income was more than doubled by federal sources. Also, the importance, quality, and quantity of public higher education took a sharp upward trend with this funding. This marked the first Federal Government policy of annual appropriations to higher education institutions.¹³

Federal involvement in higher education was increased through several pieces of legislation during the First World War:¹⁴

- o 1914 - Smith-Lever Act - provided matching funds for extension services in agriculture and home economics
- o 1916 - National Defense Act - contained the basis for the Reserve Officer Training Corps which later served as a significant source of revenue to many institutions
- o 1917 - Smith Hughes Act - an extension of the First Morrill Act, provided federal support for vocational education

- o 1919 - (post-war) Vocational Rehabilitation Act - provided for the training of veterans who could not find suitable work

Between World War I and the Depression, the federal involvement in higher education decreased considerably. However, during the Depression educational programs were supported through several pieces of legislation. In 1935, the College Student Work Program was instituted by the Federal Emergency Relief Administration. College attendance was stimulated by this federal program at a time when state and private resources were being seriously curtailed. Over half a million (620,000) students were able to remain in college through part-time jobs provided by approximately 1,500 colleges.¹⁵ Also during this period, public institutions of higher education received financial assistance for construction purposes through the Public Works Administration.

At the time of the Second World War two major trends became evident in the relationship between the Federal Government and higher education: rapidly growing federal support of research, and student financial assistance for veterans.¹⁶ Research contracts were financed with the purpose of finding technological solutions to winning the war. The 1944 Servicemen's Readjustment Act (G. I. Bill of Rights) allowed three and one-half million veterans to receive direct financial aid from the government. This piece of legislation was largely

responsible for the near doubling of college enrollments in the decade of the 1940's. By 1947, one of every two college students was receiving financial aid through the G. I. Bill.¹⁷

This increment of federal involvement in research and veterans assistance marked the beginnings of a federal policy built upon the belief that the Federal Government should provide support to higher education because it was obviously in the national interest.¹⁸ After the war, higher education expanded as federal support became substantially increased.

Federal involvement and assistance in research and development increased further during the last years of the 1940's and the decade of the 1950's. This additional thrust was spurred by the fear and threat of Communism to our national defense during the period of the Cold War.

Although federal funding was initially in support of research directed toward solving problems of national defense, it was later expanded to include other areas of research into peacetime uses of atomic energy, other areas of basic and applied science, including specialized training and education, higher education development programs, fellowships and scholarships. Federal legislation and policy in the decades of the 1950's and 1960's not only stimulated student attendance, but also encouraged curriculum upgrading as well as the expansion of collegiate physical plants. All this federal involvement

became a significant force behind the expansion of higher education in these two decades.¹⁹

Up until 1958, the Federal Government had primarily utilized the services of universities and colleges for its own particular purposes and needs. That year Congress passed the National Defense Education Act which marked a beginning of federal commitment to the well-being of higher education as a major contributor to the strength and vitality of the nation. Postsecondary education was now encouraged to train more college faculty, and the first low-interest federal loans and scholarships were made available to college students.

A NEW ERA IN THE FEDERAL ROLE

The decade of the 1960's brought forth an explosive movement on civil rights issues. Discriminatory practices against women and minority groups in major activities like employment, education, housing, and health services, among others, became evident as civil rights groups rebelled and defended affected individuals and groups. In an effort to protect the rights of these groups, Congress enacted several significant pieces of legislation which would have a direct impact on the higher education of these groups.

Prior to civil rights legislation, the Vocational Education Act was passed by Congress in 1963 to strengthen and improve the quality of, and expand the vocational education

opportunities in this country. This Act authorized grants to assist in the maintenance, extension, and development of vocational education programs, and for providing part-time employment for students to help them continue their vocational education.²⁰

Also in 1963 the Higher Education Facilities Act was enacted to provide grants and loans to higher education institutions for the construction of academic and library facilities. The direct allocation of funds to institutions for major program areas was provided by the Higher Education Act of 1965. These major program areas were: community service and continuing education (Title I); library resources (Title II); aid to developing institutions (Title III); student assistance (Title IV); education's professions development (Title V); financial aid for the improvement of undergraduate instruction (Title VI); construction of academic facilities (Titles VII and VIII); graduate programs (Title IX); community colleges and occupational education (Title X); law school clinical experience programs (Title XI); and general provisions (Title XII).²¹

In addition to institutional aid, a new federal goal of "universal access" or "equality of educational opportunity" to higher education emerged from the Great Society programs of the mid-1960's.²² The Higher Education Act of 1965 provided the first legislation for student grant assistance to disadvantaged students. Title IV of this Act established

the Educational Opportunity Grant Program, the College Work Study Program, and the Guaranteed Student Loan Program.²³

In between the enactment of these two laws, another major piece of legislation was passed by Congress. The 1964 Civil Rights Act spelled out the rights of all American citizens to fully participate in all the benefits and activities of our society. Two key sections of this Act would have a direct bearing on the higher education of minorities:

- o Title IV - mandated public schools at all levels, including higher education institutions, to desegregate students, to assign students to public schools without regard to their race, color, religion, sex, or national origin ²⁴
- o Title VI - prohibited federally assisted colleges and universities from discriminating on the basis of race, color, sex, or national origin in the admission and treatment of students, and in the delivery of institutional services and benefits to students and faculty ²⁵

Considering the fact that in fiscal year 1971, over two thousand (2,368) institutions of higher education received \$3.48 billion (excluding grants) from fourteen federal agencies,²⁶ and that as of 1974 approximately 2,874 colleges and universities

were covered by Title VI requirements,²⁷ the impact of this Title on the higher education opportunities of minorities becomes evident.

In 1968 the Higher Education Amendments amended the 1965 Higher Education Act and provided that no loans, grants or awards to students would be considered a duplication of benefits, thereby allowing students to receive other types of federal and state assistance. These amendments also stated that financial aid to students would not be treated as income or resources under programs assisted by the Social Security Act.²⁸

During 1968 Congress also passed the Vocational Education Amendments to the Vocational Education Act of 1963. These amendments provided that the funds available under the Smith-Hughes Act would be considered as funds appropriated pursuant to the Vocational Education Act of 1963.²⁹

After the enactment of the 1972 Amendments, federal funding patterns shifted from institutional grants to student grants for low-income students via the Basic Educational Opportunity Grants.³⁰ The Amendments extended most of the federal programs affecting higher education as authorized in previous legislation, and added new programs of direct assistance for students. Although prior to these Amendments the National Defense Education Act (1958) had authorized direct student loans, and Title IV of the 1965 Higher Education Act had provided federal scholarships

under the BEOG, it was not until the 1972 amendments that grants were to be awarded solely on the basis of demonstrated need.

The Education Amendments of 1976 extended authority for programs under the Higher Education Act of 1965 (College Work Study, Cooperative Guaranteed Student Loan), the Vocational Education Act of 1963, and for the National Institute of Education (Table S).

Programs carried out under the Higher Education Act were extended for three years, through FY 1979, with the exception of the College Work Study and Cooperative Education programs which were extended through FY 1982, and the Guaranteed Student Loan Program (GSL) which was extended through FY 1980. Titles III (Assistance To Developing Institutions) and VI (Financial Assistance for the Improvement of Undergraduate Instruction) are continued for three years without major substantive change.

With respect to student assistance programs, the BEOG program increased the maximum grant ceiling to \$1,800 for academic year 1978-79. The 1976 Amendments also provided for a more effective administration of the GSL program by including incentives to States to encourage the establishment of State Agencies to guarantee loans subsequently insured by the federal government.

These Amendments also extended the authority of the National Institute of Education through FY 1979, and gave NIE five priority areas, one of which is opportunities for the disadvantaged.

Programs carried out under the Vocational Education Act of 1963 were extended through FY 1982. The Amendments also included a provision to require states to conduct better planning for programs through mandatory involvement in this process of those state agencies concerned with higher education and programs under the Comprehensive Employment and Training Act. This legislation also created several new vocational education programs, including a guidance and counseling program, and new programs for State grants to plan for career education and for national efforts to improve guidance and counseling.

In addition to the previously discussed major pieces of legislation which directly affected higher education, the enactment of other key laws had a special impact on the higher education of minorities:

- o Elementary and Secondary Education Amendments of 1966 which mandate for compliance with the Civil Rights Act of 1964 ³¹
- o Elementary and Secondary Education Act of 1965, as amended:
 - a. Title I - Provides financial assistance to local educational agencies for the education of children of low-income families ³²

b. Title VII - Bilingual Education Act - Policy established by Congress to establish equal educational opportunity for all children through the establishment and financial support of bilingual programs. Emphasis was on providing instruction in native language to children of limited English speaking ability so that they benefit from all our educational resources ³³

It is evident that participation in higher education by any student depends on the successful completion of elementary and secondary education. The above mentioned pieces of legislation provide additional opportunities to minority and disadvantaged students to compete and participate at the lower levels of the education process. Therefore, the probabilities of their active participation and success in postsecondary/higher education are increased through the opportunities provided by the above federal policies.

Throughout the evolution of higher education in the United States, several marked trends in federal involvement and policy become evident:

- o U.S. initial efforts in higher education had a specific thrust parallel to federal concerns.

without an actual commitment to higher education as a vital national resource

- o As the nation grew and national problems and needs became more complex, federal involvement increased in the form of financial support for institutions for specific research activities (e.g., natural sciences, agriculture, and engineering)
- o After the Depression, federal policy was generated to stimulate student participation (College Student Work Program) in higher education, and to expand higher education facilities
- o By the time of the Second World War, two major trends remained outstanding: increasing federal support for research, and student assistance for veterans. At this point in time federal policy acknowledged and reflected the idea that higher education support was definitely in the national interest. Having arrived at this realization, funding was expanded to include other specialized areas, development programs, curriculum upgrading, and expansion of facilities

- o Higher education was officially recognized as a major contributor to the strength and vitality of the nation with the passage of the National Defense Education Act (1958) which initiated student assistance through loans and fellowships
- o Education had been considered, up until that time, more of an opportunity than a right. The demand push for equal civil rights during the decade of the 1960's spurred Congress to establish policies to ensure that the rights of all citizens to education was protected, to penalize discriminatory practices by holding or suspending financial aid to institutions, and to provide equal educational opportunity to minorities and disadvantaged students through direct financial assistance through federal programs.

By the decade of the 1970's, postsecondary/higher education had been closely entwined with such national concerns and commitments as the development of new knowledge through research, the training of manpower for the economy, and expansion of equal opportunity.³⁴

According to a report of the Thirty-Fifth International Conference on Education,³⁵ the current federal role in education focuses on these priority objectives:

- o To equalize educational opportunity for groups and individuals who are at an educational disadvantage by reason of their economic situation, race, location, or physical or mental handicaps
- o To improve the quality and relevance of American education, primarily through assistance to research, development, experimentation, demonstration, dissemination, and training
- o To provide relief for areas of special need - limited general support to selected educational entities, foundations, and activities such as state and local education agencies, developing institutions, and vocational and adult education

During the summer of 1974, Congress met with representatives from DHEW, and postsecondary education experts from the College Board, in an effort to identify relevant federal policy issues. A report submitted to the National Center for Education Statistics (NCES) grouped these issues into five broad categories pertinent to operating programs and reflecting other recent reports on postsecondary education:

- o providing equal educational opportunity
- o Meeting manpower needs
- o Promoting recurrent education
- o Stimulating educational diversity
- o Encouraging research in the national interest³⁶

From the State University of New York, Chancellor Ernest L. Boyer also identified similar federal policy issues:

- o Promotion of equality of access
- o Support of key professional needs
- o Stimulation of research in high priority areas³⁷

The National Commission on the Financing of Postsecondary Education presented eight different objectives for postsecondary education, all encompassing policy issues relevant to the Federal Government:

- o Student access
- o Student choice
- o Student opportunity

- o Educational diversity and flexibility
- o Institutional excellence
- o Institutional accountability
- o Adequate financial report³⁸

The Carnegie Council on Policy Studies in Higher Education discussed federal responsibilities in higher education:

- o Encouragement of equality of opportunity through higher education
- o Support of creative research capacity
- o National balance-distribution of opportunity and research capacity among all states
- o Assurance of overall institutional health.

The United States Congress underlined its continuing interest in compensatory efforts as part of national policy in the Educational Amendments of 1974:

*Recognizing that the Nation's economic, political, and social security requires a well-educated citizenry, the Congress (1) re-affirms, as a matter of high priority, the Nation's goal of equal educational opportunity, and (2) declares it to be the policy of the United States of America that every citizen is entitled to an education to meet his or her full potential without financial barriers.*³⁹

Historical federal involvement in higher education through legislation and funding, as well as many government and private studies and reports, identify several broad federal goals and higher education responsibilities accepted by the Federal Government. These accepted goals and responsibilities clearly delineate the current federal role in higher education:

- o Promoting equality of educational opportunity through equal access and choice in higher education
- o Promoting and assisting in the maintenance of a high caliber higher educational system as a policy in the national interest
- o Promoting a postsecondary education system that is diversified as to purpose and control 40

In order to determine how this federal role is translated into action through program implementation, and how these programs affect the higher education needs of Chicanos and Puerto Ricans, it is important to first discuss the educational status of these two groups.

CHAPTER TWO

MEXICAN AMERICANS AND PUERTO RICANS

IN HIGHER EDUCATION

GENERAL BACKGROUND¹

According to the 1970 Census² there are 33.2 million Americans who speak a language other than English -- roughly 16 percent of the total U.S. population. Spanish, German and Italian are the principal languages in that order. Of the three, Spanish is the only one which has grown considerably since 1940.³

Mexican Americans and Puerto Ricans are the two largest groups among the Spanish-speaking population. The wave of Mexican immigrants was initiated in the 1920's, largely owing to two factors: the politically unstable climate of Mexico (post Mexican Revolution) and the need for cheap labor caused by the advent of World War I.⁴ Between 1920 and 1973, 1.5 million, or more than 60 percent of all Mexican immigrants, came to the United States.⁵

Similarly, the Puerto Rican migration started in the 1920's stimulated by crowded living and poor economic conditions on the island and increased after World War II. A major factor which contributed to this migration is that Puerto Ricans, as American citizens, have free access into the U.S. In 1940, less than 70,000 Puerto Ricans lived on the U.S. mainland. Ten years later, the migrant community had more than quadrupled to 300,000 persons, and the following decade the population had nearly tripled to 887,000.⁷ By 1970, the figure had grown to 1.4 million.⁸

Today, undercounted official figures estimate the Spanish-

speaking population at approximately 12 million, with an estimated 6.6 million of them reporting to be of Mexican origin and 1.8 million reporting to be of Puerto Rican origin. The remainder are reported to be from Central and South America or other Hispanic countries. Together these groups comprise about five percent of the total U.S. population.

SOCIO-ECONOMIC CHARACTERISTICS

The picture depicted today of Mexican Americans in terms of their socio-economic status within the American society is grim indeed. While the median income for the U.S. population as a whole for 1976 was \$13,716, for Mexican Americans the figure was \$9,546. Over twenty-six percent (26.4%) of all Mexican American families subsist at incomes below the poverty level, more than a quarter of the entire Mexican American population (Table A).

For the Puerto Ricans the situation is unfortunately even worse. In terms of income, the Puerto Rican population has a little more than half (\$7,291) the median income for the nation as a whole. An impressive 33.5 percent of all Puerto Rican families have incomes below the income level.

As of 1976, the unemployment rates were 11.7 and 14.2 percent respectively for Mexican Americans and Puerto Ricans. These figures are considerably higher than the national level of 7.9 percent.

TABLE A

Selected Characteristics of Mexican Americans and Puerto Ricans

	Total U.S. Population	Mexican American	Puerto Rican
Total Population	211.1	6.6	1.8
Median Age	28.9	20.3	19.6
Percent of persons who completed less than 5 years of school (25 years and over)	3.8	24.2	18.7
Percent of persons who completed 4 years of high school or more	64.1	32.5	29.8
Median Income	\$13,719	\$9,546	\$7,291
Percent of families below the low income level	*9.0	26.4	33.5
Percent Unemployed	7.9	11.7	14.2

* Refers to families with head not of Spanish origin.

Source: Bureau of Census, U.S. Department of Commerce.
Persons of Spanish Origin in the United States: March 1976,
Series P-20, No. 302 (Advance Report)

In terms of educational attainment, while on the national scale 64.1 percent of the Americans had completed 4 years of high school or more, only 32.5 percent of the Mexican American population had done so. For Puerto Ricans the figure is even lower. Only 29.8 percent had a high school education or more.

These statistics vividly point out the disadvantaged socio-economic conditions of Chicanos and Puerto Ricans in the continental United States. The socio-economic status of these two groups, by every measurable social index (e.g., income, employment, education), has been one of extreme deprivation. More alarming is the fact that conditions have not greatly improved since the early years of migration to the mainland. Yet, in spite of those conditions, Puerto Ricans and Chicanos have persisted in their struggle to achieve parity in the society of which they are a part.

ACCESS TO HIGHER EDUCATION

Traditionally, education has been the mechanism by which social and economic mobility is attained. This has not been the case for Chicanos and Puerto Ricans. In this economically crisis-ridden era of the 1970's, the issue of access to higher education takes on an even greater significance for Chicanos and Puerto Ricans, as well as other minorities and disadvantaged groups. At stake is their ability to reach their full potential, secure employment, compete for better jobs, move out of the poverty cycle and achieve some measure of economic stability.

Although education does not necessarily guarantee upward mobility, it has generally been considered the most accessible

and important avenue to social mobility and economic success. However, in today's skills-oriented and highly competitive job market, even that possibility seems remote. Today, a college degree is less of an instrument for social advancement, and more a means of economic survival. Even the lower paying, routine jobs require a degree or some training, where in the past a high school diploma would have sufficed.

In the present labor market, with an abundance of trained workers and universities yearly graduating scores of new workers, the need for some form of postsecondary education is almost essential to obtain the kind of employment which will ensure an adequate standard of living. Thus the relationship between education and employment probability means that Chicanos and Puerto Ricans, who have the lowest level of educational attainment (Tables A and B), are automatically excluded from participating in the better paying labor market.

Table C shows the major occupation for Chicanos and Puerto Ricans and points out just how real and imminent the threat is. Only 5.5 percent of the Chicanos and 6.1 percent of the Puerto Ricans occupy positions in a professional capacity. The prevalent occupation of these two groups was that of operative (unskilled labor).

The result is a vicious cycle that perpetuates itself. Chicanos and Puerto Ricans have been and are at the lowest rung economically and educationally. They cannot qualify for

TABLE B

**Years of School Completed by Persons of Spanish Origin,
14 years and over for the United States***

	Mexican Americans	Puerto Ricans
Total persons, 14 years and over with years of school (Thousands)	4248	1053
Percent	100.0	100.0
Elementary School		
0 to 4 years	16.4	12.1
5 to 7 years	18.8	16.9
8 years	11.2	16.0
High School		
1 to 3 years	22.6	18.2
4 years	20.7	18.5
College		
1 to 3 years	7.2	5.7
4 years	2.7	2.9

* These figures are estimates and were computed from data obtained from Bureau of Census, U.S. Department of Commerce, Persons of Spanish Origin in the United States: March 1975, Series P-20, No 290, Table 8.

TABLE C

Major Occupation Groups of Persons of Spanish Origin,
Mexican Americans and Puerto Ricans for the United States

Employment status and occupation	Total Spanish Origin	Mexican Origin	Puerto Rican Origin
Professional, technical, and kindred workers	7.7	5.5	6.1
Managers and administrators except farm	6.7	5.6	5.9
Sales workers	3.0	2.1	3.8
Clerical and kindred workers	6.4	4.9	6.3
Craft and kindred workers	19.4	19.1	15.0
Operatives, including transport	26.5	29.0	27.6
Laborers, excluding farm	11.6	14.3	8.5
Farmers and farm managers	0.4	0.6	-
Farm laborers and supervisors	5.3	7.8	2.7
Service workers, except private household	13.1	10.9	24.0
Private household workers	-	-	-

Source: Bureau of Census, U.S. Department of Commerce.
Persons of Spanish Origin in the United States: March 1976,
Series P-20, No. 302 (Advance Report)

better jobs because they do not have the education, which they cannot obtain because of their economic deprivation.

In short, access to higher education and the opportunity to obtain advanced training in this society cannot be viewed in isolation from an entire community's effort to grow and achieve its proper place in society. The implication of denial of opportunity to higher education goes beyond the right of an individual to achieve. Nieves and Martinez explain that:

It is related to the deprivation of entire communities who belong to a particular class, racial or ethnic group, denying them not only the right to economic mobility, but withholding from them the right to the knowledge, skills and leadership development necessary for a peoples progress.

STATUS OF CHICANOS IN HIGHER EDUCATION

Based on figures from the 1970 Census, Crossland¹⁰ developed estimates on higher education enrollment (Table D). These estimates take into account the minority underrepresentation due to the undercount mentioned earlier. And although, by the author's own admission, the figures for minorities are more likely to be too high than too low, the percent of Mexican Americans enrolled in higher education is but a dismal 0.6 percent. According to this report only about 1.0 percent of the total Mexican American population was enrolled in institutions of higher learning at the time (Table E).

TABLE D

Estimated Total Higher Education Enrollment for Fall 1970

Group	Number	Percentage
Black Americans	470,000	5.8%
Mexican Americans	50,000	0.6
Puerto Ricans	20,000	0.3
American Indians	4,000	0.1
Sub-total	<u>544,000</u>	<u>6.8</u>
All others	7,506,000	93.2
Total	<u>8,050,000</u>	<u>100.0%</u>

Source: Fred E. Crossland. Minority Access to Higher Education
(New York City: Schocken Books, 1971.)

TABLE E

Relationship of Enrollment to Each Group's Population for
Fall 1970.

Group	% of Population Enrolled
Black Americans	2.0
Mexican Americans	1.0
Puerto Ricans	1.3
American Indians	0.6
Sub-total	<u>1.8</u>
All others	4.3
Total	<u>3.9</u>

Source: Fred E. Crossland. Minority Access to Higher Education
(New York City: Schocken Books, 1971)

Today, available statistics seem to corroborate the estimates computed by Crossland:

- o Enrollment figures for Mexican American students showed no increase during the years 1972, 1973 and 1974. The national percentage remained at less than 2 percent.¹¹ (Table F)
- o While approximately 85 percent¹² of the Mexican American population lived in the Southwestern part of the United States in 1970, Chicanos represent only 16.9 percent of the total student enrollment in Southwestern colleges. (Table G)
- o Forty-eight percent (48%) of the non-Spanish surnamed white students completed college, while only 24 percent of the¹³ Chicanos received their B.A. degree

These figures point out the gross underrepresentation of Chicano students in higher education. Indeed, at the time his study was published (1971), Crossland estimated that in order for Chicanos to reach full proportional representation the estimated Mexican American enrollment would have to be increased by 165,000.¹⁴

TABLE F

Freshmen Enrollment for All Institutions* in the United States,
by Ethnic Group, for the Falls of 1971 through 1975

Group	Percent				
	1975	1974	1973	1972	1971
	100.0	100.0	100.0	100.0	100.0
White/Caucasian	87.2	89.4	89.1	88.4	92.1
Black/Negro/AfroAmerican	8.0	6.5	7.0	7.6	5.5
American Indian	0.9	0.8	0.8	1.1	1.0
Oriental	1.6	1.0	1.2	1.1	.5
Mexican American	1.8	1.6	1.3	1.6	1.1
Puerto Rican	0.7	0.6	0.5	.6	.2
Others	2.1	1.8	1.5	1.8	1.2

* These figures are for all institutions, including universities, 4-year and 2-year colleges, both public and private.

Source: American Council on Education, The American Freshman: National Norms, Reports for Fall 1971, 1972, 1973, 1974, 1975. Washington, D. C.

TABLE G

Undergraduate College Enrollment by Ethnic Group in the
Southwestern United States

Ethnic Group	Southwest	
	Number	Percent
1970 ^a		
Anglo	869,761	83.4
Mexican American	72,133	6.9
Black	59,352	5.7
Indian	10,039	1.0
Oriental	31,087	3.0
Total	1,042,372	100.00
1968 ^b		
Anglo	859,856	84.8
Mexican American	64,256	6.3
Black	56,053	5.5
Indian	7,978	0.8
Oriental	25,460	2.5
Total	1,013,603	99.9

U.S. Department of Health, Education, and Welfare, Office for
Civil Rights.. Fall 1970 Survey of Institutions.

U.S. Department of Health, Education, and Welfare, Undergraduate
Enrollment by Ethnic Group in Federally Funded Institutions of
Higher Education, Fall 1968

Even more alarming is the fact that while in the latter years, Fall enrollment for Mexican Americans has increased somewhat, the gains have not been compatible with the increase in population. The gap between the Mexican American population and its proportionate representation in institutions of higher education will become wider.¹⁵

Concurrent with the problem of Chicano access to higher education is the problem of survival. Table H shows the attrition rates within institutions of higher education for Chicanos and Anglos in the five Southwestern states. The figures clearly demonstrate a much higher percentage of drop-outs for Mexican American students as compared to their Anglo classmates. This fact raises questions about the ability of postsecondary institutions to retain their Chicano students.

At the other end of the academic spectrum, of the total number of doctorates awarded in the United States in 1975 (32,913), only 291 (approximately one percent) were awarded to Chicano students (Table I).

Clearly, a study of Chicano access to higher education brings to the forefront many issues and raises many questions. While there is a scarcity of precise statistical data concerning enrollment and attrition rates on a national level, available facts highlight three main issues.

TABLE H

Survival Within Institutions of Higher Education

Rank	State	Attrition Rate	No. of Students Dropping Out
<u>Chicanos</u>			
1st	New Mexico	29.0%	2 out of 3
2nd	Texas	23.0	3 out of 4
3rd	Arizona	17.7	4 out of 5
4th	Colorado	14.0	4 out of 5
5th	California	13.1	9 out of 10
<u>Anglos</u>			
1st	New Mexico	42.1%	1 out of 2
2nd	Texas	40.2	1 out of 2
3rd	Colorado	36.5	2 out of 3
4th	Arizona	32.1	2 out of 3
5th	California	31.9	2 out of 3

Source: Franco Alexjandro, Hojas (Austin, Texas: Juarez-Lincoln University, 1976); U.S. Commission on Civil Rights, Mexican American Education Study, April 1, 1971; Office for Civil Rights, U.S. Department of Health, Education and Welfare, Survey on Higher Education, Fall 1970.

TABLE I

Numbers and Percentages of Doctoral Recipients by Ethnic Group for the United States - Fiscal Year 1975.

Group	Total	Percent
Total	32,913 ^a	100.0
White	26,269	79.0
Black	1,201	3.6
American Indian	143	0.4
Mexican American	347	1.0
Puerto Rican	63	0.1
Asian American	2,157	6.5
Other	68	0.2
Unknown	2,665 ^b	8.0

^a. Includes 664 individuals who did not report their citizenship at the time of doctorate

^b. Includes those who provided no usable response to item on "racial or ethnic group"

Source: National Academy of Sciences, Commission on Human Resources, Summary Report 1975. Doctorate Recipients from United States Universities (Washington, D.C., May 1976)

The three main issues are:

- o Chicano students are grossly underrepresented in higher education
- o They have difficulties in gaining entrance to postsecondary institutions
- o Their attrition rate is disproportionately high as compared to the overall population.

The factors which contribute and continue to perpetuate the disadvantaged status of Chicano students in higher education will be discussed and analyzed in the section "Barriers to Higher Education".

STATUS OF PUERTO RICANS IN HIGHER EDUCATION

The picture for Puerto Rican students in higher education is even worse than that of Chicanos. During the 20-year span from 1950 to 1970, the percent of continental Puerto Ricans between the ages of 25 and 44 who had completed a college education remained constant at an incredibly low two percent.¹⁶ Although the total number had increased in step with the population, there was no significant improvement with the 1950 and 1960 levels.

In 1970, Crossland estimated that the percentage of Puerto Ricans enrolled in higher education was only three-tenths of one percent, this represents about 1.3 percent of the total Puerto Rican population. (Tables D and E).¹⁷ Furthermore,

the author goes on to point out that in order for Puerto Ricans to attain proportional representation in institutions of higher education, the number of Puerto Ricans enrolled would have to be increased by 88 percent.¹⁸

In the early part of the 1970's, the number of Puerto Rican undergraduates increased somewhat (Table F) due in part to open admission policies and the expansion of community colleges.¹⁹ However, the growth trend of the early 1970's came to an abrupt standstill and in fact reversed directions. Between 1972 and 1973 the percentage of Puerto Rican freshmen dropped from 0.6 to 0.5 percent.

For the years 1974 and 1975 the percentage of Puerto Ricans enrolled as freshmen had resumed its steady but slow increase. Still, as with the case of Mexican Americans, the growth of the population outdistanced the increase in Puerto Rican college enrollment. The fact that Puerto Ricans have been undercounted in the Census figures raises the issue that the underrepresentation of Puerto Rican students in higher education may in fact be greater. The implication being that the situation may be graver than what the statistics depict.

In terms of graduate education, only 63 Puerto Ricans attending Universities in the Continental United States received doctoral degree during 1975, out of a total of 32,913, or one-tenth of one percent (Table I).

As with the Chicano, the Puerto Rican student population

has the added problem of a high attrition rate. College drop-out statistics are now up to 70 percent by the senior year.²⁰ Table B shows that while on the national level, 5.7 percent of all Puerto Ricans had completed between 1 and 3 years of college for 1976, only 2.9 percent had remained the full four years.

The data above raise the same issues concerning Puerto Ricans and higher education, namely, problems of underrepresentation, access and retention.

Clearly, the situation mandates reform. But in order to seek out areas for improvement and formulate recommendations for change, an analysis is needed on those factors which contribute to low enrollments, promote attrition, and act as barriers to higher education for these two groups.

BARRIERS TO HIGHER EDUCATION FOR MEXICAN AMERICANS
AND PUERTO RICANS.

POOR QUALITY OF EDUCATION

The damaging effects of racial discrimination, prolonged poverty, learning in a language other than their native one, and adapting to a different culture take their toll on Spanish-speaking children early in life.²¹

Spanish-speaking children usually enter school already behind in their ability to communicate, and relate to the new world around them.²² The general objectives of schools and the expectations of teachers are very difficult for Spanish-speaking pupils to satisfy. For many, the encounter with English instruction causes a greater shock than the child can cope with.

The Spanish-speaking child goes to school with others from different cultural backgrounds, and often to a school with inadequate facilities. He/she is often taught by less qualified teachers who are insensitive to his/her culture and background and who label the child as different, slow in learning, and likely to fail.²³ It comes as no surprise to discover that the self-image and ego of the Spanish-speaking child is scarred.²⁴

The Coleman report on Equality of Educational Opportunity (pp. 288-290) documented in 1966 that language minority groups generally view themselves as not being capable of achieving success, and doubt to a greater extent than Anglo students their ability

to learn. When their native language and culture are almost totally excluded from every aspect of the school process, it is virtually impossible to provide an environment conducive to learning and the development of a positive self concept.

The use of standardized IQ tests contributes to the failure of high schools to teach Hispanic students. IQ and achievement test scores often are used as guides in assigning students to ability groups and to classes for the educable mentally retarded. These tests are not only culturally biased but are given in a language the Spanish-speaking child cannot understand.²⁵ In other words, these children have two counts against them: their language and their culture. The school system programs the student for failure. The consequences are documented by these examples:

- o In the Edgewood district of San Antonio, Texas, Chicano children at age 3 scored an average of 104 on IQ tests. At age 4 their average was 90. By the time they were²⁶ 5, and ready to enter the first grade, it was 70
- o In Philadelphia inner city elementary schools, 65 percent of the students scored in the 16th percentile in the Iowa Test of Basic Skills--so low they were simply not²⁷ functioning as students

- o In New York City, two thirds of the elementary schools that contained 85 percent or more students reading below grade school level had a student population which was more than 50 percent Puerto Rican²⁸
- o In Chicago, test scores in reading and mathematics indicated a much lower achievement rate for Puerto Rican students than the citywide median. The lag increased with each succeeding year²⁹

As a result of these circumstances we see two more problems cropping up which affect Chicanos and Puerto Ricans alike: students assigned to classes for the educable mentally retarded and students dropping out.

The HEW Office of Civil Rights has investigated the practice of "tracking" a disproportionate number of Puerto Ricans into low ability groups. In Indiana, for example, it was found that students appeared to be assigned to racially identifiable "tracks" with no apparent justification.³⁰

A recent California study found an approximate twofold overrepresentation of Mexican American children in special education classes (classes for the mentally retarded).³¹ The rationale

for such practices is that students will benefit from special instruction in low-level classes, but the correlation between such placement and improved, academic performance is dubious. In fact, the negative factors may further retard the student.³² If anything, the stigma attached to being labeled a "slow learner" can result in further loss of self-esteem and reinforce the student's sense of failure.³³ In other words, all these negative factors form cumulative pressures upon the student until he/she seeks the only way out by dropping out.

The ultimate evidence of the school system's failure to meet the educational needs of Chicanos and Puerto Ricans are reflected by these examples:

- o Between 1966 and 1969 only four Puerto Rican students graduated from Boston's public high schools. The total Hispanic population of Boston during this period was estimated to be around 32,000.³⁴
- o In 1970, 70% of the Puerto Rican students in the Philadelphia public school system dropped out before reaching the high school level.³⁵

- o Between 1969 and 1970, 71.2% of the Puerto Rican students in the Chicago secondary schools dropped out before completing their course of study.³⁶
- o Of the Mexican American students in Texas, 56.8 percent left school before completing the 8th grade; 78.9 percent dropped out before high school graduation. Conservative figures estimate 20 percent of the migrant children never get to school at all.³⁷

Interaction between the student and teacher is at the heart of the educational process. Through their attitudes and expectations, their decision to promote or retain a student, teachers have profound influence over the success or failure of students.

In their investigation of the education of Mexican Americans in the Southwest, the U.S. Commission on Civil Rights found disparities in teacher behavior toward Mexican American and Anglo students. The Commission discovered that Anglo teachers tended to favor Anglo students over Mexican Americans in their praise, encouragement, attention and approval. Predictably, Mexican American students participated less in class than their Anglo classmates.³⁸

Table J illustrates the proportion of Mexican American teachers in relation to Mexican American students in the five Southwestern states where the Chicano population is concentrated. In all cases, Mexican Americans comprise substantially less of the teaching staff than they do of the student population.

In the Northeastern part of the United States, where most of the Puerto Rican population is found, the underrepresentation of Spanish teachers in relation to Spanish students is also prevalent (Table K).

The comparison of pupils and teachers within these two ethnic groups graphically demonstrates the extent to which Mexican Americans and Puerto Ricans are underrepresented among classroom teachers.

The impact of teachers on the learning environment of students underscores the need for teachers who can relate to the student in terms of his/her cultural background and language.

Despite the importance of having Mexican American and Puerto Rican teachers in districts with large numbers of Chicano and Puerto Rican students, inadequate representation of these two groups within the faculty prevails.³⁹

These complex sets of forces have converged to deprive

TABLE J

Comparative Representation of Mexican American Teachers and Pupils by States in the Southwest

State	% Mexican American Students	% Mexican American Teachers
Texas	20.1	4.9
California	14.4	2.2
New Mexico	38.0	16.2
Arizona	19.6	3.5
Colorado	13.7	2.3
Southwest	17.2	3.6

Source: Fall 1968 HEW Title VI Survey

In: U.S. Commission on Civil Rights, Mexican American Education Study, Report V: Differences in Teacher Interaction With Mexican American and Anglo Students (Washington, D.C. March 1973)

TABLE K

Comparative Representation of Spanish-Surnamed Students and Teachers in Selected Cities

City	% Spanish-Surnamed Students	% Spanish-Surnamed Teachers
New York	26.6	2.2
Bridgeport	21.2	1.9
Philadelphia	3.4	0.0
Boston	5.3	0.7
Camden	16.8	1.8
Elizabeth	19.9	3.9
Hoboken	56.8	3.3
Chicago	11.1	1.2

Source: U.S. Department of Health, Education and Welfare, Office for Civil Rights, Directory of Public Elementary and Secondary Schools in Selected Districts: Enrollment and Staff by Ethnic/Racial Group, Fall 1972.

the Mexican Americans and Puerto Ricans of their right to the kind of education needed to help them realize their full potential. By frustrating the educational motivations of Chicanos and Puerto Ricans, the school system holds the prime responsibility for the inordinately high attrition rate and thus reducing the number of students eligible for higher education.

ADMISSION REQUIREMENTS AND TESTING

As previously discussed, the poor quality of education received in schools and the failure of the educational system to meet the needs of Chicanos and Puerto Ricans have resulted in low educational attainment. As a result, these groups tend to score lower on achievement tests.

The Federal Government, private organizations and scholars not withstanding, it is a fact of life that American higher education was not and is not designed for everyone.⁴⁰ One method the system employs to screen and select potential college students is through the administration of admission tests.

The college entrance examinations in general tend to measure verbal ability.⁴¹ This is because all learning activity in college depends upon reading, writing, speaking and listening to standard English with comprehension. These areas are precisely the weakest for most Spanish-speaking

students, due to their deficient educational background. The tests do not allow for differences in the educational and language experiences of minorities. Therefore, it does not take too much insight to realize that these tests further put higher education out of reach of Chicanos and Puerto Ricans.

Three important criticisms leveled at these tests are that: 1) they are culturally biased, 2) they do not actually measure appropriate abilities, and 3) there is too much reliance placed on their predictive ability.⁴²

Unfortunately, tests are in widespread use as a measure for college admission and performance. Test results reflect student development, not pure aptitude or inherent ability. They measure how socialized the student is in language, life style and experience of the American middle class. Most important, the student's cognitive style and perception, influenced by culture, are not measured by these tests. The score only tells the amount of trouble the student may have in moving immediately into a college curriculum. Further, the standardized score does not enable the tester to devise a method by which the student's potential can be developed.⁴³

In his article "Uses and Abuses of Scholastic Aptitude and Achievement Tests, " Thresher seriously questions the higher

education system as it is currently structured. He suggested that the de facto track system which has evolved from competition for bright students among higher education institutions may be ill-conceived.⁴⁴

Thresher goes on to point out that a vertical diversity of institutions based on segregation of students by ability is not necessarily the best system in terms of total education to the greatest number of students. The current use of massive national testing programs simply serves to support this type of stratification. For example, a number of research reports have proven that preferential treatment places men in select graduate schools, and that women are placed in domestic studies in graduate schools. But most important, in most cases, standardized tests prohibit minorities, particularly Chicanos and Puerto Ricans, from entrance to graduate schools.⁴⁵

The end result is that these tests serve to reduce even further the available pool of Chicano and Puerto Rican students who can enter post secondary institutions. Fred Crossland estimates that "even if American higher institutions collectively were to enroll everybody scoring above the mean of the minority groups (who had passed the college entrance tests), only 9.5 percent (750 out of 7901) of that pool would come from the minority groups. Expressed another way, in order to serve 50 percent of all minority youth, higher education would be obliged to enroll 84.1 percent of "all others".⁴⁶

FINANCIAL BARRIERS

Table L presents trends in average charges to undergraduate students at universities and four-and two-year colleges. These figures clearly demonstrate how the increasing costs of higher education make it virtually impossible for substantial proportions of the lower income population to even consider a post-secondary education. This financial barrier particularly affects Chicanos and Puerto Ricans, given their impoverished circumstances. In the face of increasing costs, higher education becomes an unattainable luxury. Dr. Roger W. Heyns, President of the American Council on Education, maintains that inflation and recession are probably the most serious impediments to higher education.⁴⁷

Exorbitant tuition costs cannot be met by Chicanos or Puerto Rican students unless they are provided with financial assistance. However, as inflation cut into their budgets, colleges and universities throughout the country curtailed previously adopted programs for minority students and others unable to afford tuition. As students aid from fellowships, federal and state support was cut back, access to higher education has been correspondingly curtailed.⁴⁸

The reality of the situation is that, of the funds available to aid low income, disadvantaged students (Tables O,P,Q,R,S), a very limited amount actually reaches the Puerto Rican and

TABLE L

Trends in Average Charges at Universities, 4- and 2-year Colleges*

UNIVERSITIES		
1960-61	336	1,336
1962-63	350	1,500
1964-65	379	1,648
1966-67	434	1,757
1968-69	427	1,791
1970-71	448	1,950
		Projected
1972-73	476	2,076
1974-75	504	2,202
OTHER 4-YEAR INSTITUTIONS		
1960-61	228	1,048
1962-63	251	1,134
1964-65	285	1,300
1966-67	312	1,402
1968-69	313	1,487
1970-71	337	1,605
		Projected
1972-73	361	1,723
1974-75	385	1,841
2-YEAR INSTITUTIONS		
1960-61	108	654
1962-63	127	783
1964-65	126	892
1966-67	146	1,019
1968-69	189	1,065
1970-71	206	1,174
		Projected
1972-73	222	1,283
1974-75	239	1,392

* In constant 1970-71 dollars

Source: U.S. Office of Education, Projections of Educational Statistics to 1980-81 (Washington, D. C.)
Table 43

Chicano students. Even with financial assistance these students must shoulder a heavy share of the cost. In 1970-71 Mexican American students attending public 4-year colleges received financial aid covering 25 percent of their expenditures. Those enrolled in 2-year colleges received financial aid covering 10 to 15 percent of their expenditures. In Illinois, after Federal and State financial sources have been used, the Puerto Rican student must provide for the remaining expenses, an average of \$1,097.⁵⁰

In view of the financial sacrifices involved in obtaining a higher education, a Puerto Rican or Chicano student's opportunity for enrollment and retention are minimal. The College Entrance Examination Board reports that those students from low income families have less than one-third the chance of completing an undergraduate degree as students from families in the highest level of income. The Board found that compared to high income students of the same ability level, low income students graduate at a rate of 10 to 15 percent.⁵¹

INACCESSIBILITY OF COLLEGES

Studies have demonstrated that educational opportunity for three fifths of the population is inhibited by the simple fact that they do not live near an accessible college.⁵² This fact particularly affects Chicanos and Puerto Rican students because their family incomes are well below national averages.

These students cannot afford the added expense of room and board to obtain a higher education.

Census data reveals that 97.4 percent of Puerto Ricans families and 76.8 percent of Mexican American families live in metropolitan areas.⁵³ Therefore, the availability of low-cost, open-door, easily-reached colleges and universities in these areas becomes extremely important. Despite this reality, these are not sufficient institutions of higher learning in metropolitan areas of one-half million or more persons, to ensure that institutions of higher education are within reasonable distance of city dwellers. In 1970, the Carnegie Commission found:

... a major deficit in two types of institutions - community colleges in metropolitan areas, especially those with a population over 500,000. The inner cities, in particular, are not well served. Higher education has not adequately reflected the urbanization of America." 54

Table M supports the Commission's findings. The data indicates that only 42 percent of Mexican Americans in the Southwest and Puerto Ricans in New York City live within commuting distance from an open admission college. On the national level, less than half (47 percent) of the Mexican American and Puerto Rican

TABLE M

Percentage of Different Populations Within Commuting Distance
of a Free-Access College in the 50 States

Area	<u>Total Percent Within Commuting Distance</u>				
	Population (millions)	White	Black	Mexican American*	All U.S.
<u>Metropolitan Areas</u> (SMSA)**					
1,000,000+					
Central Cities	32.6	36	42	42	38
Fringe	33.2	37	31	68	37
500,000 to 1,000,000	20.0	36	46	66	38
250,000 to 500,000	16.0	47	61	37	48
50,000 to 250,000	16.2	62	70	56	63
<u>Counties not in SMSA's</u>					
Over 20,000	45.0	48	52	42	48
Under 20,000	16.2	24	27	13	24
All U.S.	179.3	42	47	47	42

* Mexican American in five Southwestern states also includes
Puerto Ricans in New York City and Chicago

**Standard Metropolitan Statistical Area

Source: Warren W. Willingham, Educational Opportunity and the
Organization of Higher Education, Table 2, p. 11.
In: Barriers To Higher Education, College Entrance
Examination Board, New York, 1971

do not live within commuting distance of a free-access college the possibility of enrollment in higher education is drastically reduced.

SUPPORTIVE SERVICES

Supportive services play a significant role not only in motivating Chicano and Puerto Rican students to seek a higher education, but more importantly, in encouraging and assisting the student to succeed in the college environment.

Counselling plays an important part at the high school level by directing a student's effort toward a higher education. 55 Guidance and motivation, however, have been denied to the Puerto Rican and Chicano. The students view the non-Hispanic counsellors as unsympathetic or indifferent to their needs. 56 Few high school counsellors on the other hand, encourage Puerto Ricans and Mexican Americans to think about college. The students lack counselling with reference to career choice, financial aid, special programs and curriculum. 57

At the college level, academic counselling and assistance assume an even greater significance, in view of the fact that Chicanos and Puerto Ricans have not received adequate educational attention at the elementary and secondary levels may be less than proficient in the English language and are not accustomed's to the cultural norms intrinsic to institutions of higher education. Special programs geared to promote the reten-

tion of students from minority communities have reportedly failed to achieve their purpose. These programs were designed to provide financial assistance, counselling, tutorial and remedial services, but in reality, they are limited and ineffective. For example:

- o Few tutors are available to assist Puerto Ricans and Chicanos who have difficulty with their course work ⁵⁸
- o Few students profited from the remedial courses designed to upgrade essential skills ⁵⁹
- o College counselling staffs are limited and very few have Puerto Rican, Chicano or other Hispanic or bilingual counselors ⁶⁰

Dropping out of school for the Puerto Rican or Chicano student is rarely a sudden occurrence. Rather, it has been shown to be preceded by periods of academic difficulties. ⁶¹ For many, these difficulties are accompanied by financial burdens and feelings of alienation.

Largely because of inadequate support services the Puerto Rican or Chicano students feels out of place in the college environment. Receiving little attention from college faculty, noting the absence of Hispanic administrators, faculty and even clerical staff, many of these students often feel lost in

the higher education institution. The impersonal and rigid system of the college, academic and financial difficulties, institution insensitivity to their cultural background and special problems, and pressing family responsibilities finally compel The Chicano and Puerto Rican student to drop out.

CHAPTER THREE

FEDERAL RESPONSIBILITY IN THE HIGHER EDUCATION
OF CHICANOS AND PUERTO RICANS

FEDERAL RESPONSIBILITY

Chapter One, The Federal Role in Higher Education, describes how the federal priority of universal access and opportunity to higher education primarily emerged from the civil rights movement, and the Great Society programs created during the decade of the 1960's.

Major federal programs were established through the GI Bill, The National Defense Act, Title VI of the Civil Rights Act of 1964, The Higher Education Act of 1965 and the 1972 Education Amendments, which expanded grants for low-income students through the Basic Educational Opportunity Grant (BEOG) program. In addition, some Social Security programs also share the focus on universal access and opportunity to higher education by low income students.

By 1972, it was widely accepted by Congress that higher education should be a major force for encouraging greater opportunity among financially and socially disadvantaged groups.

Federal legislation for equal opportunity in education has been translated into action through the implementation of various programs at different agencies. For example, the Veteran's Administration is responsible for insuring nondiscrimination under Title VI of The Civil Rights Act of 1964. Under V.A.'s Title VI

monitorship, proprietary institutions and apprenticeship and on-the-job vocational training programs are prohibited from discriminating in admissions, administration of records, training and education opportunities, staff and faculty, internal school programs, placement service, housing, and financial aid.¹

Excluding loans granted to higher education institutions, over two thousand (2,368) institutions received \$3.48 billion from fourteen federal agencies in fiscal year 1971.² This money was allocated for multiple purposes like student assistance programs for the disadvantaged, strengthening of developing institutions, college personnel development, and planning and evaluation.

Federal expenditures for university aid rose from \$941 million in 1966 to an estimated \$5 billion in 1972. About 3.9 billion of this amount was used to pay tuition fees, with the remainder applied to other living costs.³

Although all federal agencies have a commitment and responsibility for civil rights enforcement, the agency with the major civil rights enforcement responsibility in education is the Department of Health, Education, and Welfare (DHEW).⁴

In 1974, programs administered by DHEW, Office of Education, and directed toward equalizing educational opportunity,

invested nearly \$1.5 billion in postsecondary student financial aid, and more than \$63 million in adult education programs. In addition, one fourth of the total funds administered by the Office of Education was allocated to the elementary and secondary schools in low income areas, in order to provide special services to educationally disadvantaged children. Moreover, \$70 million⁵ were spent in bilingual programs.

The federal funding pattern for higher education grants and loans, and the gradual increases are shown in Table N. The variances in the specific total appropriations are shown by both Table N and Table O. Table P presents the federal funding for, and estimated student participation in, student financial aid programs administered by the Office of Education for fiscal years 1974-75. This last table shows that approximately \$1.5 billion were allocated for the major federal programs established to promote equal opportunity for low income students.⁶ These funds were allocated for approximately 2.5 million students who were expected to participate in these programs.

The Office of Education (DHEW) administers three students aid programs which have special meaning for Chicano and Puerto Rican students due to their purpose. Table Q describes the purpose of each of these programs, the monies allocated for each, the estimated total number of recipients, the estimated number of Spanish surnamed recipients, and the estimated federal funds awarded

TABLE N

Federal Appropriations for Selected Student Aid Programs, in Millions of Current Dollars and Constant (1967) Dollars, Fiscal Years 1965 to 1974

BENEFITS FOR VETERANS IN HIGHER EDUCATION			OTHER PROGRAMS						Total	
Fiscal Year	Current dollars	Constant dollars	Basic Educational Opportunity Grants	Supple- mental Opportunity Grants	College work- study	Interest on insured loans	Defaults on insured loans	Social Security benefits	Current dollars	Constant dollars
1965	8.7	9.3			55.7				55.7	59.4
1966				58.0	99.1	9.5	0.6	207.0	374.2	390.4
1967	215.9	219.0		112.0	134.1	43.0	3.2	256.0†	548.3	556.1
1968	334.9	328.0		140.6	139.9	40.0		305.0	625.3	612.6
1969	431.7	403.5		124.6	139.9	76.4		306.0	706.9	660.7
1970	665.1	588.3		164.0	152.5	63.9	10.8	401.0	792.8	701.3
1971	1,117.3	940.5		167.7	158.4	145.4	18.0	455.0	944.5	795.0
1972	1,482.4	1,201.9		220.3	426.6	200.0	12.8	521.0	1,380.7	1,119.8
1973	2,016.0	1,560.4	122.1	210.9	270.2	245.0	46.6	638.0	1, 532.8	1,186.4
1974	2,452.0	1,753.9	475.0	211.4	271.1	310.0	88.7	717.0	2,133.2†	1,325.9†
1975	2,637.0†	1,701.0†	660.0	240.3	300.2	315.0	115.0	856.0	2,506.5†	1,617.1†

+ = Estimated

+ = Total includes 19.0 million in 1974 and 20.0 million in 1975 for federal expenditures on the State Student Incentive Grant program, not shown separately.

Source: The Federal Role in Postsecondary Education, 1975, p.73
In: Clifton Conrad and Joseph Cosand, The Implications of Federal Education Policy, 1976, p. 15

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TABLE O

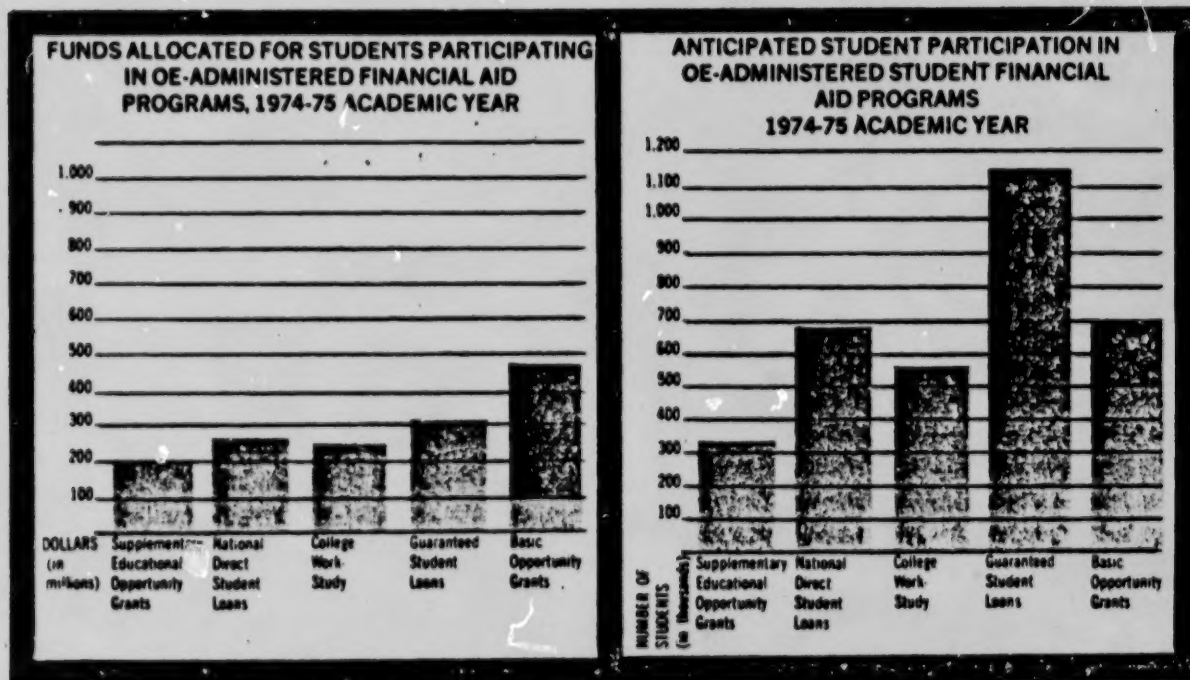
Comparison of Selected Appropriations for Fiscal Years 1975 and 1976

Office of Education	Fiscal 1975	Fiscal 1976
Student Assistance:		
Interest on insured loans	\$382,400,000	\$432,000,000
Defaults on insured loans	197,600,000	201,787,000
Direct Loans	\$21,000,000	\$21,000,000
Basic opportunity grants	660,000,000	715,000,000
Supplemental opportunity grants	240,300,000	240,093,000
Work-study	\$90,200,000	\$90,000,000
Cooperative education	10,750,000	10,750,000
State student-incentive grants	20,000,000	44,000,000
Programs for the disadvantaged	70,331,000	70,331,000
Payments to colleges enrolling veterans	23,750,000	23,750,000
Developing institutions	110,000,000	110,000,000
Construction:		
Loan subsidies	0	0
Grants	0	0
Language training and area studies	14,000,000	16,000,000
University community services	14,250,000	12,125,000
Land-grant colleges	9,500,000	9,500,000
Undergraduate instructional equipment	7,500,000	7,500,000
College personnel development:		
College teacher fellowships	4,000,000	1,000,000
Public service training	4,000,000	4,000,000
Fellowships for the disadvantaged	750,000	500,000
Mining fellowships	1,500,000	3,000,000
Education professions development:		
Career opportunities and urban/rural programs	8,159,000	5,462,000
Teacher Corps	\$7,500,000	\$7,500,000
Career education	10,000,000	10,135,000
Education for the handicapped:		
R&D projects	9,341,000	11,000,000
Manpower development	\$7,700,000	40,750,000
College library resources	9,975,000	9,975,000
Educational broadcasting facilities	12,000,000	12,500,000
Environmental education	1,900,000	3,000,000
State postsecondary education commissions	3,000,000	3,500,000
Women's equity education	0	6,270,000
Other H.E.W. Programs		
Fund for Improvement of Postsecondary Education ..	11,500,000	13,500,000
National Center for Education Statistics	9,100,000	13,000,000
National Institute of Education	70,000,000	70,000,000

Source: Karen J. Winker, "Minority Enrollments",
 Chronicle of Higher Education (Nov. 11. 1974) p.1
 In: Clifton Conrad and Joseph Cosand,
 The Implications of Federal Education Policy,
 1976, p. 16.

TABLE P

Federal Funding for and Student Participation in OE Administered Financial Aid Programs



Source: Annual Report of the Commissioner of Education-Fiscal Year 1974, DHEW Publication No. (OE)76-00003, p. 62

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TABLE Q

U.S. Office of Education Title IV Student Assistance Programs for Fiscal Year 1975.

1. College Work-Study Program: This program is designed to stimulate and promote the part-time employment of students, particularly students with great financial need in eligible institutions who are in need of the earnings from such employment to pursue courses to study at such institutions.

Total Federal Allocation FY 1975	\$270,200,000
Estimated Number of Recipients FY 1975	570,000
Estimated Number of Spanish Surnamed Recipients FY 1975	39,000
Percentage	06.84%
Estimated Federal Funds Awarded to Spanish Surnamed Recipients FY 1975	\$ 21,900,000
Percentage	08.11%

3. Supplemental Educational Opportunity Grant Program: The purpose of this program is to provide, through institutions of higher education, supplemental grants to assist in making available the benefits of postsecondary education to qualified students who have exceptional financial need, and who would be unable to continue their education without the grant.

Total Federal Allocation FY 1975	\$210,300,000
Estimated Number of Recipients FY 1975	390,000
Estimated Number of Spanish Surnamed Recipients FY 1975	37,000
Percentage	09.49%
Estimated Federal Funds Awarded to Spanish Surnamed Recipients FY 1975	\$ 15,700,000
Percentage	07.47%

2. National Direct Student Loan Program: This program is for students who are enrolled at least half-time in a participating postsecondary institution and who need a loan to meet the educational expenses.

Total Federal Allocation FY 1975	\$286,000,000
Estimated Number of Recipients FY 1975	690,000
Estimated Number of Spanish Surnamed Recipients	42,000
Percentage	06.09%
Estimated Federal Funds Awarded to Spanish Surnamed Recipients	\$ 24,400,000
Percentage	08.53%
Unduplicated Count Recipients	75,562

Source: Spanish Speaking Program Office. U.S. Office of Education Programs Serving Hispanic Americans-Fiscal Year 1977 (Washington, D.C.) pp.55-56

TABLE R

SPECIAL PROGRAMS

Talent Search
Upward Bound

Special Services
Educational Opportunity Centers

Level of Program Support for Spanish Speaking Participants During
Fiscal Year 1976 (FY 1975 Funds).

	<u>Talent Search</u>	<u>Upward Bound</u>	<u>Special Serv.</u>	<u>Educational Opportunity Ctr.</u>
Total Federal Funds Obligated	\$6,000,000	\$38,327,532	\$22,998,856	\$3,000,000
Number of All Program Participants	122,810	46,181	89,753	NA
Number of Spanish Speaking Participants				
- Mexican	17,502	3,402	10,627	NA
- Puerto Rican	4,932	1,162	4,609	
- Other Spanish Speaking	<u>1,670</u>	<u>0</u>	<u>1,589</u>	
TOTAL	24,104	4,564	16,825	
Federal Funds for Spanish-Speaking Participants (Est.)	\$1,177,480	\$3,788,120	\$4,311,406	

NA Not Available

Source: Spanish Speaking Program Office (comp.). U.S. Office of Education
Programs Affecting Hispanic Americans-Fiscal Year 1977. (Washington,
D.C.) p. 58

Table S

Education Amendments of 1976 Authorization of Appropriations

	Fiscal year—					
	1977	1978	1979	1980	1981	1982
Higher education:						
Title I—Community service and continuing education.....	\$45,000,000	\$40,000,000	\$40,000,000			
Lifelong learning.....	20,000,000	30,000,000	40,000,000			
Title II—Library services.....	110,000,000	115,000,000	120,000,000			
Major research libraries (Part C).....	10,000,000	15,000,000	20,000,000			
Title III—Developing institutions.....	120,000,000	125,000,000	130,000,000			
Title V—Education Professions Development Act.....	125,500,000	150,500,000	175,500,000			
Title VI—Improvement of undergraduate instruction.....	70,000,000	70,000,000	70,000,000			
Title VII—Facilities grants.....	280,000,000	380,000,000	380,000,000			
Loans.....	200,000,000	200,000,000	200,000,000			
Title IX—Graduate programs.....	50,000,000	50,000,000	50,000,000			
Title X—Community colleges.....	165,700,000	165,700,000	165,700,000			
Title XI—Law school clinical experience.....	7,500,000	7,500,000	7,500,000			
Title XII—Statewide Planning.....	Such sums	Such sums	Such sums			
NDEA title VI—Foreign students and language development.....	75,000,000	75,000,000	75,000,000			
Fund for improvement of postsecondary education.....	75,000,000	75,000,000	75,000,000			
Total.....	1,448,700,000	1,492,700,000	1,538,700,000			
Student aid (Higher Education Act, title IV):						
Basic grants (BEOG).....	Such sums	Such sums	Such sums			
Supplemental grants (SEOG).....	200,000,000	200,000,000	200,000,000			
State student incentive grants (SSIG).....	50,000,000	50,000,000	50,000,000			
True (Upward Bound, Talent Search, Special Services).....	200,000,000	200,000,000	200,000,000			
Educational Outreach.....	20,000,000	30,000,000	40,000,000			
College work—study program (CWSIP).....	450,000,000	\$70,000,000	600,000,000	\$630,000,000	\$670,000,000	\$720,000,000
Cooperative education.....	15,500,000	22,500,000	28,000,000	28,000,000	28,000,000	28,000,000
National direct student loans (NDSL).....	400,000,000	400,000,000	400,000,000			
Guaranteed student loan program (GSLP).....	Such sums	Such sums	Such sums			
Veterans cost of instruction.....	Such sums	Such sums	Such sums			
Total.....	1,230,500,000	1,472,500,000	1,518,000,000	658,000,000	698,000,000	748,000,000
Vocational education:						
State grants.....	500,000,000					
Grants for the disadvantaged.....	30,000,000					
Bilingual vocational education.....	40,000,000					
State plans, advisory councils, dissemination.....	Such sums					
National Advisory Council.....	150,000,000					
Exemplary programs.....	20,000,000					
Residential schools.....	0					
State residential programs.....	0					
Construction loan subsidy program.....	0					
Consumer and homemaking education.....	45,000,000					
Cooperative education.....	25,000,000					
Work-Study.....	15,000,000					
Curriculum development.....	5,000,000					
Bilingual training projects.....	10,000,000					
Vocational teacher training programs.....	25,000,000					
Consolidation—State grant program.....	715,000,000	835,000,000	945,000,000	1,060,000,000	1,180,000,000	1,300,000,000
Consolidation—Innovation and support services.....	165,000,000	195,000,000	235,000,000	265,000,000	335,000,000	335,000,000
(Total consolidation).....	(880,000,000)	(1,030,000,000)	(1,180,000,000)	(1,325,000,000)	(1,485,000,000)	(1,485,000,000)
Disadvantaged.....	35,000,000	40,000,000	45,000,000	50,000,000	50,000,000	50,000,000
Home economics.....	25,000,000	65,000,000	75,000,000	80,000,000	80,000,000	80,000,000
Bilingual.....	60,000,000	70,000,000	80,000,000	90,000,000	90,000,000	90,000,000
Remediation.....	25,000,000	50,000,000	75,000,000	100,000,000	0	0
State plans, administration, evaluation, data.....	25,000,000	25,000,000	25,000,000	25,000,000	25,000,000	25,000,000
State advisory councils.....	8,000,000	8,500,000	9,000,000	10,000,000	10,000,000	10,000,000
National Advisory Council.....	450,000	475,000	500,000	500,000	500,000	500,000
Total.....	715,150,000	1,088,450,000	1,288,975,000	1,499,500,000	1,680,500,000	1,703,500,000
Miscellaneous:						
Emergency school aid.....	1,000,000,000					
Special authorizations.....	75,000,000	150,000,000				
Ellender fellowships.....	1,500,000	750,000	1,000,000	1,000,000	1,000,000	1,000,000
Wayne Morse Chair of Law and Politics.....	1,500,000					
National Institute of Education.....	100,000,000	200,000,000	200,000,000			
International Education Act.....	10,000,000					
NDEA title III, instructional equipment.....	130,500,000					
Guidance and counseling.....	3,000,000	20,000,000	20,000,000			
Career education.....	10,000,000					
Total.....	1,189,250,000	511,250,000	221,000,000	1,000,000	1,000,000	1,000,000

¹ Available through fiscal year 1979.

² To be available until expended.

Source: Committee on Education and Labor. Summary of Major Legislative Action of the Committee on Education and Labor, U.S. House of Representatives, 94th Congress (Washington, D.C., U.S. Government Printing Office), October 1976, pp. 7-8.

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to Spanish surnamed recipients. Table R details the level of program support for Spanish speaking participants in special programs during FY 1976.

All these tables show both the trend of federal funding patterns from institutions to students, as well as the increase in federal funding. The actual percentages of Spanish surnamed recipients and funds awarded to Spanish surnamed recipients, is very low as compared to the total amounts of recipients and awards (Table Q). Nevertheless, the funding pattern and level of federal support suggests a major federal commitment and responsibility to financing postsecondary education through direct aid to low-income, disadvantaged students, including Spanish surnamed students.

Even though postsecondary education does not guarantee upward mobility, it has been considered and accepted by the Government and the public as the most accessible and important avenue to social mobility and economic success. In other words, higher education has become less of an instrument for social advancement and more of a means of economic survival. The Federal Government funding patterns have shifted from assistance to institutions to direct aid to low-income students in order to increase accessibility to and retention in higher education institutions.

IMPACT OF FEDERAL POLICY IMPLEMENTATION

Chapter two, Chicanos and Puerto Ricans in Higher Education, presents evidence that the socio-economic status of these two groups, by every major measurable social index (income, employment, education), has been and still is one of extreme deprivation, as compared to the overall population.

In terms of higher education, both groups are markedly underrepresented as compared to the overall population. The minimum and slow overall increases in enrollment in higher education institutions may be partly due to new policies (e.g. "open door:") and increased federal funding. But these statistics do not really establish concrete evidence of more accessibility, since these increases may also be due to increases in population, and student transfers from two year to four year institutions.

At all levels of the education system, including higher education, the attrition rate for these two groups is also markedly higher than the overall population. Barriers to higher education have been identified and documented by several studies. Among the most outstanding of these barriers are poor quality of education sensitive to the cultural characteristics and educational needs of Chicanos and Puerto Ricans, admission requirements and testing, financial and geographical barriers,

and minimum or lack of support services to assist student and increase their motivation to stay in colleges.

Thus, the correlation between higher education and employment probability means that Chicanos and Puerto Ricans, who have a lower educational attainment and a higher rate of unemployment, are still not being able to fully participate in the labor market, and therefore, they are not being able to move away from their disadvantaged, socially deprived positions.

The minimum changes in the higher education and economic conditions of the Chicano and Puerto Rican populations raise the issue of the effectiveness of Federal programs established to insure equal education opportunity, and to promote access and retention of low-income students and minorities.

In 1973, The National Commission on the Financing of Postsecondary Education evaluated the achievement of the Federal objective of student access. The Commission concluded that:

The postsecondary education objective of student access, when measured in terms of income, race, ethnic group, sex, and geographic location, is not yet accomplished.

- a. *The participation in postsecondary education of individuals 18-24 years of age from families earning less than \$10,000 per year is 38 percent.*

- b. *The rates of participation in postsecondary education for individuals from certain racial and ethnic minorities are far below the participation rates of other Americans.*
- c. *Women are also underrepresented in postsecondary institutions, constituting 51 percent of the 18-24 year old age group but only 44 percent of undergraduate enrollment and 39 percent of graduate enrollment.*
- d. *The location of collegiate institutions best serves those individuals who live in small metropolitan areas. Those who live in large metropolitan areas are only somewhat better served than those who live in rural areas.⁷*

The College Entrance Examination Board also reported that "the poor, even those of highest ability, do not enter higher education at the same rate as the rich. Minority students continue to have far less chance of entering and remaining in college than majority students. Equal opportunity⁸ still remains the great unfinished business of the seventies."

A 1975 report on the Task Force on the Disadvantaged and Postsecondary Education described programs designed to reduce the revolving door syndrome as "a mosaic requiring assessment to develop a more comprehensive system." The Task Force found that programs such as "Talent Search, Upward Bound, Educational Opportunity Centers, and Special Services to Disadvantaged Students have been an administrative nightmare".⁹ These programs

are criticized for inconsistent and overlapping practices, poor data collection procedures, and the failure to establish national goals to assist host institutions in improving educational practices for minority students. While these special programs have been effective in assisting individual students, they have not been able to generate the organizational strength needed to change policies which are barriers to minority students' access to postsecondary education.

Christoffel and Rice examined major federal postsecondary issues identified at a meeting among Congress, College Board education experts, and DHEW representatives.¹⁰ They divided the issue of providing equal opportunity into three areas: equal access, equal choice, and equal opportunity. After careful examination they concluded that:

- o Equal access has not been achieved despite large expenditures of government funds
- o Equal choice is not available for students from low income and moderate-income families due to the prohibitive institutional price which acts as a major barrier
- o Equal opportunity for achievement (retention at all educational levels) is failing as demonstrated by the fact that many dropouts are from the groups

that federal equal opportunity programs encouraged¹¹
to enter postsecondary education

The issue of choice or diversity may be defined as the range of available educational choices for those who learn in different ways, who have different abilities, or who want to develop different skills. This has been established as a major federal goal. The second Newman Task Force report emphasized that:

...if we are serious about equal opportunity, access alone is not enough. The national concern must move beyond a focus on access to a concern with the "effectiveness" of the education process in relation to the individual.¹²

The Carnegie Commission and the National Commission on the Financing of Postsecondary Education also support the encouragement of educational diversity as a major federal goal for postsecondary education. The National Science Foundation, and the Fund for The Improvement of Postsecondary Education, among others, sponsor programs which seek to encourage this diversity (e.g.: demonstration programs, funds for innovative teaching developments).

Although a large amount of federal funds are being spent to amplify choice and diversity in postsecondary/higher education institutions, Chicanos and Puerto Ricans still have the

highest attrition rates in higher education institutions. Hundreds of these students leave college because they find it disappointing, not tailored to suit their abilities, and because curriculum is alien, and therefore irrelevant, to their needs and experiences.

The right to continue through the educational levels as long as one's abilities permit is the opportunity for achievement which has been atrophied for the Chicano and Puerto Rican students. For example, even though the Special Services for Disadvantaged Students Program funds seek to improve supportive student services (e.g.: counselling, remedial, and tutorial services), new pressures created on higher education institution budgets by national economic conditions, increased operational costs, and declining enrollment in some schools, have forced many institutions to curtail these services.

The development of new educational options to motivate students to start and complete their educations, the emphasis for equalization in postsecondary retention rates and for providing continuing financial assistance for low-income disadvantaged students has been studied and amply documented by different groups and studies. Among these are the Newman Task Force, the Panel on Financing Low-Income and Minority Students, the Carnegie Commission, The National Commission on

The Financing of Postsecondary Education, the College Entrance Examination Board, and the Task Force on the Disadvantaged and Postsecondary Education.

The fact remains that, as a student population, Chicanos and Puerto Ricans have made minimum progress in terms of entering and completing higher education. The problems of equal opportunity in access, choice, and retention still remain unresolved for these two groups. The impact of federal policy implementation on Chicanos and Puerto Ricans may be seen on individual cases, but as a whole, federal programs have created little change on the higher education situation of these two groups, as evidenced by the data presented in this report

UNFINISHED BUSINESS

The fact that higher education opportunities for Chicanos and Puerto Ricans still remain unequal at all levels (access, choice and retention), in spite of increased federal support to provide equal education opportunity for disadvantaged students, leaves many federal policy issues open and in need for future official solutions. For example:

o ACCESS

- What kinds of federal programs must be expanded or re-designed to ensure that equality of access is achieved for Puerto Ricans and Chicanos?

- How can these programs specifically address Chicanos and Puerto Ricans access barriers to higher education such as geographic location, financial aid, admission requirements and testing, improvement of education at the elementary and secondary levels?

o CHOICE

- What should the federal role be in terms of achieving Chicano and Puerto Rican student choice of institution?
- What alternative mechanisms can be created through federal support to insure that Chicanos and Puerto Ricans have equal opportunity to choose a higher education institution which would suit their needs, educational interest, and abilities, regardless of cost?

o RETENTION

- What can federal programs do to insure the availability of academic assistance, counselling, and remedial services for Chicanos and Puerto Ricans to enable them to achieve their educational objectives according to their needs, capabilities and motivation?

- How can these programs address the retention barriers of financial need and poor or lack of supportive services for these two groups, in order to assist them in continuing their higher education as long as their abilities allow?
- What can the Federal Government do to stimulate postsecondary education institutions to match the nature and extent of educational diversity to the range of Chicano and Puerto Rican student needs?
- What can the Federal Government do to stimulate higher education institutions to increase the Hispanic teacher-student ratio, in order to increase the probability of success in retaining Chicano and Puerto Rican students?
- What can the Federal Government do to increase representation of Chicanos and Puerto Ricans in graduate and professional schools?

o GENERAL

- What can the Federal Government do to increase the demand for a college educated work force,

and to improve forecasting techniques in order to assess more accurately the manpower demand and supply?

- How can the Federal Government stimulate higher education institutions to adapt teacher training to the changing needs for education manpower, as this training relates to the Chicano and Puerto Rican students?
- How can the Federal Government stimulate the adult Chicano and Puerto Rican to pursue post-secondary education, and what can it do to insure that they also have equal educational opportunity to enter and complete postsecondary education, according to their abilities, interests, and needs?
- How can the Federal Government best address the need for more effective and diverse education for Chicanos and Puerto Ricans through research and development?

Until these issues are properly addressed by the Federal Government the higher education problems of Chicanos and Puerto Ricans will remain unsolved.

CHAPTER FOUR

SUMMARY AND CONCLUSIONS

SUMMARY

Federal Government involvement in higher education has steadily increased after World War I. Although initially this involvement was in order to address specific national concerns, federal acknowledgement of higher education for its own merits as a national resource finally came about. This influenced the federal funding patterns to shift from institutions to direct aid to students.

During the civil rights movement of the 1960's several major pieces of legislation were created to protect the rights of minorities to fully participate in the American educational system. These policies have attempted to address special needs of minorities in order to ensure equal opportunity in education.

Although the impact of these policies may be measured on many individual cases, the data presented in this report presents a clear picture of the minimum changes occurred to the Chicano and Puerto Rican student population in higher education. Despite large federal expenditures, Chicanos and Puerto Ricans still do not have equal access, choice, or opportunity to higher education. Barriers to higher education still exist, as evidenced by the low enrollments and high attrition rates of these two groups.

Federal interest in promoting equal opportunity in education is evident in all the related issues which have been addressed through legislation. For example, during the 1976 94th Congress, funds available for the Basic Educational Opportunities Grants program were increased. The maximum basic grant will be increased from \$1,400 to \$1,800 in 1978-79.¹ Even though the allocation of funds has mounted steadily, the fact is that higher education opportunities for Chicanos and Puerto Ricans still remain unequal. This fact leaves many other federal policy issues in need for solutions.

CONCLUSIONS

Chicanos and Puerto Ricans have contributed much to the cultural treasures of the United States, and can be counted on in our national efforts to improve the quality of life here and in freedom-loving foreign countries.² But in order to increase the level of contribution, it is imperative to raise the levels of standard of living and education for the Hispanic population, especially Chicanos and Puerto Ricans, since they comprise the two largest Hispanic populations in the United States.

Most of the federal decisions on the allocation of funds are closely tied to official census, unemployment, and other

statistics that are collected, analyzed and published by Federal agencies. Congress also measures changes in our society and progress made towards national goals based on official statistics. This means that if federal efforts are to be timely and effective, they cannot base program decisions on data that is sluggish in its inaccuracy. Such has been the case with government data on economic and social statistics relating to Americans of Spanish origin or descent.

Public Law 94-311, Census Economic and Social Statistics Relating to Americans of Spanish Origin or Descent, was passed by Congress on June, 1976. The passage and enforcement of this law will hopefully lead to a coordinated interagency effort to improve the data base and the related quality of federal decisions, including education decisions, affecting Americans of Spanish origin or descent.

But federal efforts cannot stop at, or be limited to, the policy making levels. It is of paramount importance to scrutinize, examine, analyze, and evaluate all the programs created to implement those policies.

Higher education (as well as elementary and secondary education) programs should undergo a critical re-examination. Programs goals, objectives, organization and procedures

must be evaluated from the point of view of their impact in actually achieving equality in education for Chicanos and Puerto Ricans. Equal opportunity in access to, choice of, and retention in higher education institutions still remains an unrealized goal for these two populations.

In conclusion, Chicanos and Puerto Ricans continue to remain an untapped national resource. By removing barriers to lower and higher education, by providing true equality and opportunity at all levels of education so that they can actively and fully participate, the Federal Government can and must play a critical role in assisting Chicanos and Puerto Ricans to fully develop their potential, as individuals, and as a population in the United States.

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APPENDIX C

THE FEDERAL ROLE IN MEETING
THE EDUCATIONAL NEEDS OF CHICANOS AND
PUERTO RICANS, WITH SPECIAL EMPHASIS
ON HIGHER EDUCATION

INTERVIEW GUIDES

DHEW, OE Contract No. 300-76-0434
January 1977

INFORMATION SHEET

Date / /

Interviewer

Agency

Subdivision:

Name of Interviewee

Title/Position of Interviewer

Comments:

1. Mine and Associates

INTERVIEW GUIDE

AGENCY PROGRAMS

340

1. Training and Development

a. Agency _____

b. Subdivision _____

INTERVIEWER

Please give to interviewee the list of programs identified for that agency

- a. These are the postsecondary/higher education programs identified for this agency. The list was compiled from published sources.

(Allow time for interviewee to read list)

- b. Please comment if this list is not complete, incorrect, or any other discrepancies you may note.

a. What are the overall immediate objectives of these programs? (e.g.: direct outreach to ethnic communities, financial assistance to students, etc.) Please be specific.

1.

2.

3.

4.

5.

6.

7.

8.

9.

10.

b. Any documentation available on these immediate objectives (e.g. policy and/or budget statements, budget submissions, legislative proposals, in-house communications) If any, please submit.

3 a-b

- a. What are the overall long term goals of these programs?
(e.g.: increasing recruitment, improving retention, decreasing attrition)

- 1.
- 2.
- 3.
- 4.
- 5.
- 6.
- 7.
- 8.
- 9.
- 10.

- b. Any documentation available on these long term goals?
(e.g. policy and/or budget statements, budget submissions, legislative proposals, in house communications). If any, please submit.

a. Generally speaking, to what extent do you feel these objectives have been accomplished? (circle one)

- ☐ totally
- ☐ very much so
- ☐ somewhat
- ☐ very little
- ☐ not at all

b. Please elaborate:

a. How would you classify the overall success of these programs?

- ☐ very successful
- ☐ successful
- ☐ average
- ☐ unsuccessful
- ☐ very unsuccessful

b. What have been the major achievements of your program?

6 a-b

What have been the official evaluation results in terms of program success as related to program objectives?*

Very Unsuccessful	Successful	Average	Unsuccessful	Very Unsuccessful

* INTERVIEWER: - read objectives on questions 3 and 4 to interviewee, one by one

- write identification number in appropriate column.

a. What factors have contributed to program effectiveness?

- o appropriate budgetary allocation
- o clear goals and objectives
- o good management direction and support
- o enforcement power (e.g. compliance)
- o good inter and intra agency communication
- o establishment of standard operation procedures (SOP)
- o adequate staffing
- o congruence of tasks with program objectives
- o realistic reporting requirements
- o development of program progress evaluation
- o good program information dissemination
- o other (specify) _____

b. Of the factors you have identified, which one has played a key role to program effectiveness?

a. What have been the major problems these programs have encountered?

b. What factors are accountable for or contributed to those problems?

- o inaccurate funding projections
- o legislative cut of funds
- o unclear goals and objectives
- o poor or lack of management direction (management, planning, coordination, etc.)
- o minimum or no support from management
- o lack of legal enforcement power (e.g. compliance)
- o staffing problems (clerical, management, qualified personnel)
- o too much fragmentation of tasks as related to objectives
- o lack of program progress evaluation (milestones)
- o communication problems
- o linkage problems between agencies
- o excessive reporting requirements (red tape)
- o no reporting requirements
- o no standard operation procedures (SOP's)
- o minimum or poor program information dissemination
- o other (specify) _____

c. Of the factors you have identified, which one has played a key role in generating problems?

- a. Do these programs have any official system for formally assessing their impact in terms of meeting the postsecondary/higher education needs of Chicanos and Puerto Ricans?

Yes _____

No _____

- b. If yes:

How is impact being measured? Please be specific.

As you may recall, we requested specific documentation from you prior to this interview. From that documentation:

- a. Please indicate the current budget allocation for each program.

[illegible]

- b. Please submit appropriate documentation as previously requested.

- a. How do these budgets compare to the amounts spent for each program during the last five fiscal years? (trends - increase/decrease)

- b. Please submit appropriate documentation as previously requested.

From the documentation previously requested:

- a. Please indicate how much of these programs' budget has been used in meeting the educational needs of minorities during the last five years:

BUDGET ALLOCATION

	Blacks	American Indians	Mexican Americans	Puerto Ricans	Asian American
2					
3					
4					
5					
6					

- b. Please submit appropriate documentation.

- a. During the last five years (1972-1976), how many (total) persons have been directly or indirectly served by these programs?
- b. Of this total, how many have been Chicanos and Puerto Ricans?
- c. Please submit appropriate documentation as previously requested.

- a. Does your agency keep records on programs' participants by ethnic group and by sex?

Yes _____

No _____

- b. If yes:

Please submit the documentation previously requested to indicate statistical breakdown of total number of participants, by ethnic group and sex, for the last five fiscal years.

- a. Does your agency collect data on programs' minority participants by geographical distribution?

Yes _____

No _____

- b. If yes:

Please submit the documentation previously requested to indicate total number of each minority group participants for the five regions identified during the last five fiscal years (1972-1975). For example:

- o Northeast - Conn., Maine, Mass., N.H., R.I., Vt., N.Y., N.J., Del., Md., Penn., Va., W. Va., D.C., P.R.
- o South - Tenn., Kentucky, N.C., S.C., Ga., Ala., Miss., Fla.
- o Southwest - Arizona, New Mex., Oklahoma. Texas
- o West - Wash., Ore., Ida., Cal., Nev., Utah, Alaska, Hawaii
- o Midwest - Mont., N.D., S.D., Wyo., Neb., Kan., Miss., Iowa, Minn., Wisc., Ill., Ind., Ohio, Col., Ark., La., Mich.

FY	GROUP	NE	SO	SW	W	MW
	Blacks					
	Asian Americans					
	American American Indians					
	Mexican Americans					
	Puerto Ricans					

a. Are there specifications for your programs regarding what type of students are eligible for participation?

(e.g.; geographical residence area, age, sex, racial/ethnic or socio-economic background, family income)

Yes _____

No _____

b. Please identify these specifications

- | | |
|----|-----|
| 1. | 6. |
| 2. | 7. |
| 3. | 8. |
| 4. | 9. |
| 5. | 10. |

c. How do these specifications impact on program recruitments?

- a. In the agency programs which we mentioned earlier (refer to list of programs), what overall recruitment/outreach efforts have been taken?

For example:

1. visits to schools
2. visits to community organizations
3. distribution of printed materials
4. other (specify) _____

Rating

- b. On a scale of 1 (very effective) to 5 (very ineffective), how would you rate the effectiveness of the above recruitment efforts?

(Interviewer: read each one, ask interviewee for a rating, record number for each)

How can the recruitment of Chicanos and Puerto Ricans in the programs be improved?

- a. Any other comments related to your agency and the postsecondary/
higher education of Chicanos and Puerto Ricans?

INTERVIEWER:

- b. Thank you for your time and cooperation.

There is a possibility that I may briefly contact you again
by phone for clarification on statements. I will appreciate
your cooperation then as I do now. Thank You.

Which program elements have direct influence on recruitment, retention, and attrition of Chicanos and Puerto Ricans in postsecondary/higher education?

Recruitment	Retention	Attrition

a. Have any of these programs taken any specific measures to address participants' differences in terms of:

- geographical diversity
- age diversity
- sex diversity
- income diversity
- cultural/linguistic diversity

Yes _____

No _____

b. If yes:

Identify those programs and what each has done to consider participants diversity

What modifications or changes would be required for these programs to be more effective?

o legislative

1.

2.

3.

o policy

1.

2.

3.

o administrative

1.

2.

3.

o other (specify) _____

1.

2.

3.

- a. Are there any additional topics you would like to discuss or comments you would like to make relating to postsecondary/higher education for Chicanos and Puerto Ricans?

b. INTERVIEWER:

Thank you for your time and for your cooperation

There is a possibility that I may briefly contact you again by phone for clarification of statements. I will appreciate your cooperation then as I do now. Thank you.

INFORMATION SHEET

Date / /

Interviewer

Agency

Subdivision:

Name of Interviewee

Title/Position of Interviewer

Comments:

INTERVIEW GUIDE

AGENCY POLICY

- a. Does your agency have any official indicator that supports postsecondary/higher education for minorities?

For example:

- ☐ policy statement
- ☐ budget justification statement
- ☐ budget submissions
- ☐ legislative proposals
- ☐ speeches
- ☐ in-house communications (memos, letters, etc.)
- ☐ other (specify). _____

- ☐ none

- b. As you will recall, this information was requested from you prior to this interview. Please submit appropriate documentation.

- a. Does your agency have any official indicator that specifically supports postsecondary/higher education for Puerto Ricans and Chicanos?

For example:

- ☐ policy statement
- ☐ budget justification statement
- ☐ budget submissions
- ☐ legislative proposals
- ☐ speeches
- ☐ in-house communications (memos, letters, etc.)
- ☐ other (specify) _____

☐ none

- b. This information was also requested from you in the package you received earlier. Please submit appropriate documentation.

Please give a brief description of your agency's policy on post-secondary/higher education for Chicanos and Puerto Ricans.

- a. On June 16, 1976, Congress passed Public Law 94-311 which mandates the collection and publication of economical, social, and health statistical data of Americans of Spanish origin or Spanish descent.

What activities have been undertaken by your agency to comply with this law?

For example:

- ☐ improvement and collection of unemployment data
- ☐ agency-wide program for the collection, analysis, and publication of social, health, and economic statistical data of Spanish people.
- ☐ the use of Spanish language questionnaires, bilingual enumerators, and other bilingual methods of data collection
- ☐ other (specify) _____

- ☐ none

- b. Please submit appropriate documentation, as previously requested.

a. Who is responsible in this agency for generating or reviewing general education policies?

b. Who determines policies toward special target groups?

5 a-b

a. Briefly describe your agency's immediate goals and objectives in terms of higher education programs for minorities and Spanish origin or Spanish descent Americans.

b. Long term goals and objectives?

a. To what extent have these objectives been accomplished?

- ☐ totally
- ☐ very much so
- ☐ somewhat
- ☐ very little
- ☐ not at all

b. Please elaborate

a. What are your agency's current expenditures in funding post-secondary/higher education programs?

b. How does this amount compare to the amounts expended during the last five fiscal years?

c. Please submit appropriate documentation as previously requested

- a. How much is currently being spent on postsecondary/higher education programs specifically for Chicanos and Puerto Ricans?
- b. How does this amount compare to the amounts spent during the last five fiscal years? (Trends-increase/decrease)
- c. Please submit appropriate documentation as previously requested.

- a. Does your agency have any discretionary funds within the present monies budgeted for postsecondary/higher education?

Yes _____

No _____

- b. If yes:

Could they be diverted to improve access and retention of Chicanos and Puerto Ricans in postsecondary/higher education?

Yes _____

No _____

- c. If yes:

How could these discretionary funds be diverted?

INTERVIEWER

Please give to interviewee the list of programs identified for that agency

- a. These are the postsecondary/higher education programs identified for this agency. The list was compiled from published sources.

(allow time for interviewee to read list)

- b. Please comment if this list is not complete, incorrect, or any other discrepancies you may note.

- a. Has your agency ever had any postsecondary/higher education programs for Chicanos and Puerto Ricans which have been terminated?

Yes _____

No _____

- b. If yes:

Why?

- a. Do you know of any problems which have come up in this agency when dealing with the issue of access to higher education by Chicanos and Puerto Ricans?

Yes _____

No _____

- b. If yes:

Please elaborate:

- a. Does this agency have any regulations which prevent you or any other policy maker from emphasizing one ethnic group over another?

Yes _____

No _____

- b. If yes:

What are these regulations?

What legislative, administrative, budgetary, or any other policy revisions are needed to insure that postsecondary/higher education programs reach Chicanos and Puerto Ricans? Please be specific.

Legislative	Administrative	Budgetary	Other
392			393